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ABSTRACT

The final phase of a three-phase study of bilingual education and English as a Second Language (ESL) programs in 144 Texas school districts is reported. The study was conducted from 1985-86 to 1988-89 through site visits and interviews with administrators and teachers. Descriptive data for six schools, selected for the effectiveness of their programs, are summarized, including information on effective practices in curriculum and instruction, curriculum materials, use of computers, parent and community involvement, the principal's role in coordination and communication, and campus philosophy, goals, and expectations for bilingual education. Results confirm earlier research suggesting that bilingual education program success is more likely in an effective school environment. They also illustrate concern among teachers and administrators for the quality of the school's overall educational program and for bilingual education students as members of the total school population. A list of 29 references, a summary of findings from the study's previous phase, bilingual education student classifications, and participating districts' responses to the study are appended. (MSE)

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FINAL PROGRAM EVALUATION REPORT
BILINGUAL/ESL EDUCATION

Success Stories:
A Case Study of Bilingual/ESL Education

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FINAL PROGRAM EVALUATION REPORT

BILINGUAL/ESL EDUCATION

Success Stories:
A Case Study of Bilingual/ESL Education

TEXAS EDUCATION AGENCY
AUSTIN, TEXAS
1990

PREFACE

This report on bilingual education and English as a second language (ESL) programs describes findings from Phase III of a three-phase study conducted by the Texas Education Agency. The study was conducted from the 1985-1986 school year through the 1988-1989 school year. The Phase I report presented data from a sample of 144 school districts offering bilingual education and English as a second language programs in the school year 1985-1986. Although the Phase I report was primarily descriptive, it established the criteria necessary to implement Phase II of the study.

The Phase II activities included the major data collection component of the study. Questionnaires were sent to all the districts offering bilingual education and English as a second language. Data collected included descriptive school data and specific student performance data. Based on data collected during Phase II, schools that appear to be successful in teaching the limited English proficient student were selected for an in-depth examination of effective educational processes and specific practices within the classroom and in the school.

Phase III included the collection of school descriptive data, site visits to the selected schools for the purpose of gathering qualitative data, examining quantitative school data, and confirming findings of Phase II. Bilingual education programs are described in detail since they include issues of curriculum, parent involvement, coordination and communication among staff members, and many other issues related to teaching the limited English proficient student faced by many schools in Texas today. ESL programs were visited to provide an additional perspective of ESL methodology operating outside the context of primary language instruction.

The results of the school data collection, including interviews with participating principals, bilingual education and ESL coordinators, and bilingual education and ESL teachers, are described in this report.

It is the intent of this report to provide much needed information on effective educational practices and processes within bilingual education programs. Although transportability of processes and practices is the ideal goal of such a study, demographics and program characteristics play an important role in the complete attainment of the goal. The report does, however, provide detail on many instructional approaches and effective practices, and it provides the reader with a picture of the organizations and operations of selected effective schools.

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CHAPTER 1

INTRODUCTION

HISTORICAL BACKGROUND ON BILINGUAL EDUCATION

Although bilingual education programs have grown to be associated with Spanish-English instruction and the Hispanic population, historically, this has not always been the case. In the public schools, between 1839 and 1880, German, French, and Spanish were used as a means of instruction in a number of states including Ohio, Louisiana, and New Mexico. Between 1880 and 1917, German-English bilingual schools, in which German and English were used as a means of instruction, were operating in Ohio, Minnesota, and Maryland. In several other states, German was included in the curriculum as a subject rather than as a means of instruction (Andersson and Boyer, 1978). The same is true for Norwegian, Italian, Czech, Dutch, and Polish.

In private schools, mostly parochial, German-English bilingual education flourished throughout the United States before 1800. During this period also, many French schools were started in the Northeast United States, and Scandinavian and Dutch schools were formed in the Midwest. It should also be noted that many of these schools were not actually bilingual schools but rather non-English schools that taught English as a subject in the curriculum (Fishman and Keller, 1982). After 1880, the number of private schools offering instruction in other languages multiplied and included schools for Japanese and Chinese children on the West Coast.

During the period from 1919 to 1950, American education turned away from the use of languages other than English for instruction in both the public and the private schools. Because of a number of societal changes including World Wars I and II, instruction turned toward an all-English focus. These changes particularly affected the German and Japanese speakers, the groups that had practiced bilingual education most extensively prior to the First World War. In Texas, laws governing education resulted in a school system in which generations of Texas children were scorned and punished for speaking languages other than English in the schools.

By the early 1960s, a number of other significant events in our society had created an atmosphere that was conducive to the development of programs for teaching foreign languages and for addressing the needs of an influx of immigrants into the Florida schools. In 1954, *Brown* v. *The Board of Education* spurred a new wave of activist leaders in education calling for a range of reforms in the schools,

including desegregated schools. In 1957, the Russians launched Sputnik, leading to a national awareness that the United States was behind the Russians in technology and in educational quality as well. The National Defense Education Act (NDEA) was a response to this concern, and funds for foreign language training at the college level were provided to hundreds of students.

The confluence of social events in the early 1960s included the arrival into Florida of as many as 3,000 Cuban students a month. The Dade County Schools, realizing that the educational needs and linguistic needs of the children were interwoven tightly, developed bilingual education programs from the elementary schools through the high schools. These pioneering, modern-day bilingual education programs are still viewed today as among the most effective programs for teaching the Spanish speaking student.

Adding to these significant events in the history of American education was the creation of the Bilingual Education Act of 1968, an amendment to Title VII of the Elementary and Secondary Act of 1965. The Bilingual Education Act provided funds for the operation of programs using a dual language approach to teaching. Title VII funds were used to begin the move toward federally-sponsored bilingual education. In Texas, by the time state-funded bilingual education was made official in 1973, some border school districts were already receiving Title VII funds and operating bilingual education programs.

In 1981, the enactment of Texas Senate Bill 477 extended mandatory bilingual and other special programs from kindergarten through the twelfth grade, and in 1984, House Bill 72 further extended bilingual and special language programs to prekindergarten programs serving limited English proficient children and children of low income families.

Theoretical Basis for Bilingual Education

Bilingual education programs, although considered "transitional" in nature, were conceptualized as programs that would be as thoroughly designed and delivered as effectively as the all-English instructional program in the school. Students would learn to read and write in the primary language in conjunction with intensive language instruction in English (English as a second language instruction). They would receive the science, mathematics, social studies, and language arts concepts that native speakers of English receive in the "regular" program. There would be little difference between what the limited English proficient student would be receiving in terms of the subject matter; only that the language of instruction would be different. Theoretically, when a student has successfully acquired reading skills in the primary language, has received intensive instruction in the English language, and can adequately demonstrate proficiency in English, the student would then join native speakers of English in the English instructional program. The reading skills acquired in the primary language would transfer into English with little or no difficulty, particularly in cases of Spanish-English transition or where the alphabets are similar, and the students would be reading as least as well as native speakers of English. Students who had entered the school with limited English proficiency would not fall behind their English speaking peers academically while learning English and bilingualism would be fostered and appreciated by the entire educational community.

Although the description of the ideal bilingual education program presents a model of totally integrated instruction, in actual practice, bilingual education programs are diverse in nature and include a variety

of instructional approaches, staffing patterns, and types of students. Program and student characteristics often differ, even within the same state or geographical region. Programs differ in language use and in their philosophies toward the use of the primary language, particularly for instruction in the basic concepts and subject areas. Some bilingual education programs place students into all-English language instruction as soon as possible, while others place heavy emphasis on the student's successful acquisition of academic skills in the primary language, especially in the area of reading. Still other programs use a combination of indicators such as scores on statewide competency tests, scores on norm-referenced achievement tests, grades, language proficiency in English and the primary language, and teacher observations. Parents also play an important part of the goals and design of the program with increased participation in committees designated specifically within a school to monitor the progress of limited English proficient students.

Arguments related to the effectiveness of bilingual education programs often center around the issue of "delayed" and "early" exit from the primary language instructional component of the program. Advocates of bilingual education programs with primary language instruction believe that one of the main reasons for the general underachievement of students who are limited English proficient is too early an exit from the bilingual education program and the inability or the unwillingness of the bilingual programs to effectively teach reading skills in the student's primary language. On the other hand, critics of a delayed exit approach tend to feel that students' capacity for learning the English language is diminished by participation in primary language instruction, and because the emphasis throughout the school years is on English acquisition, the student should receive English instruction as soon as possible in as great a quantity as possible.

Although research is not conclusive regarding the "early" and "late" transition from Spanish to English instruction, research by Cummins (1984b) and Krashen and Biber (1988) seems to support the theoretical basis for bilingual education. The findings of Cummins' research indicate that a strong native language foundation can actually make the learning of English easier and faster. In addition, Hakuta and Gould's (1987) review of research in bilingualism shows that a strong primary language foundation enables a student to make a more effective transition from primary language instruction to English. These research findings run counter to the beliefs held for many years that the most effective means of educating the limited English proficient student is to force English in as great a volume and as rapid a pace as possible.

A number of other studies have also been conducted to examine the effectiveness of bilingual education programs. Brief reviews of some of these are included in a selective review of bilingual education programs beginning on page four of this report.

Bilingual Education Programs in Texas

In Texas, bilingual education programs run along a program continuum from programs that provide very little primary language instruction, with a great emphasis on early ESL, to programs that fully develop the primary language instruction to teach reading and other subject areas in Spanish, also integrating English as a second language methodology to teach both English skills and subject areas. Also in Texas are special language programs that are basically English as a second language programs.

These programs do not use the primary language for instruction except in the very basic sense, that of providing survival communication between teacher and student. For the most part, these ESL programs are at the secondary level, do not have the required number of limited English proficient students to develop a bilingual education program with primary language instruction, do not have sufficient human resources and have obtained a waiver for implementing a bilingual education program, or have so many different languages represented in their school that primary language instruction is not a feasible alternative. There are also programs in Texas that operate full bilingual education programs with primary language instruction even though they are not required to do so given the small number of limited English proficient students in the schools.

In Texas, 296,656 limited English proficient students were identified in the 1988-1989 annual fall survey conducted by the Texas Education Agency. This figure includes 25,964 students who are not being served by bilingual education and ESL programs due to parent denials. The figure also includes 8,210 limited English proficient students in special education classes. The survey indicates that of the number of identified limited English proficient students, 141,257 are being served by bilingual education programs, 109,566 are being served in ESL classes, and 9,546 are being served in bilingual special education or special education programs with an ESL focus, and 2,113 students identified as limited English proficient are not accounted for in the programs listed here. The state's financial commitment has grown from an initial state funding level of $700,000 in 1973-1974 to the 1989-1990 state allotment to bilingual education programs of $36,468,179. "Bilingual education," used in reference to the state allotment refers to bilingual education with primary language instruction and English as a second language programs.

Federal funds have also been instrumental in the development of bilingual education programs in Texas. During the 1988-1989 school year, Title VII transitional bilingual education programs were operating in 33 school districts in Texas, with several districts receiving Title VII funds for more than one type of bilingual education program (special alternative, special populations, academic excellence). Two Education Service Centers, Region I and Region XIX, are also currently operating Title VII programs as is the Intercultural Development Research Association in San Antonio, Texas. In the 1988-1989 school year, 26 colleges and universities in Texas received Title VII funds for educational personnel training programs. Smaller short term and special training programs were also provided to Texas colleges and universities by Title VII. In combination with the $177,624 provided to the Texas Education Agency by Title VII for data collection and technical assistance, the total federal commitment to bilingual education in Texas from the The United States Department of Education totaled $10,485,015 in 1988-1989.

A Selective Review of Bilingual Education Program Evaluations

Although there have been many studies of individual programs of bilingual education and ESL throughout the United States, prior to 1985, a study of the general state of bilingual education and ESL in Texas had not been conducted. Most of the studies that attempted to evaluate the effectiveness of bilingual education programs have been controversial and inconclusive. A brief summary of major bilingual education evaluation studies follows.

The AIR Study

An example of controversial program evaluations took place in 1977 when the American Institute for Research (AIR) released its findings on the performance of 5,300 students in 286 Title VII classrooms in 117 schools and 2,400 students in 115 non-Title VII classrooms in fifty schools. Standardized tests were used to collect student achievement data, and a questionnaire was used to collect student background and attitude data. A questionnaire was used to collect information from teachers and teacher aides on teacher characteristics and attitudes toward the bilingual education program. With respect to student achievement, the AIR study reported that (1) students in the Title VII bilingual education classes performed better in mathematics computation than would have been expected in the absence of a bilingual education program, (2) Hispanic students in Title VII classrooms usually performed more poorly than non-Title VII students, and (3) although gains in Spanish achievement were observed, the study could not attribute the effect to the bilingual education program.

When the AIR study findings were made public, there was a rush of criticism aimed at the report. Many educators and scholars argued that the findings were inaccurate because of a faulty research design that did not control for the vast number of variables to consider (Cardenas, 1977; Andersson and Boyer, 1978). Despite the controversy, however, the AIR report brought a number of issues concerning evaluation of bilingual education to the attention of researchers and practitioners. It became apparent that the standard methodologies being used in educational evaluations would not be entirely appropriate for use in bilingual education evaluations due to the problems of English language testing in programs with primary language instruction, the wide ranges of instructional approaches being used from program to program, and the range of primary language use within programs and between programs. In addition, bilingual education programs enroll students with very little educational experience in the United States as well as students who are born and raised in the United States. Philosophical differences regarding the nature of the program (totally transitional, transitional with some maintenance, total maintenance) also contribute to the difficulties in conducting technically sound evaluations from a student performance perspective.

Baker and de Kanter

Baker and de Kanter's study (1981), "Effectiveness of Bilingual Education: A Review of the Literature," also drew attention to the complexities and methodological difficulties of evaluating the effectiveness of bilingual education. In response to the question, "Does bilingual education work?", Baker and de Kanter reviewed about 300 studies and evaluations of bilingual education and selected 28 for in-depth study. Essentially, Baker and de Kanter concluded that there was not sufficient evidence to support the notion that transitional bilingual education programs are effective. As with the AIR report, advocates of bilingual education pointed out the methodological problems with the study's design and analysis procedures used (Yates and Ortiz, 1983).

Willig

Willig (1984) also conducted a comprehensive review of bilingual education program evaluations using a meta-analysis technique rather than a narrative review and demonstrated positive effects for bilingual education. As she pointed out in a later discussion of her work, Willig cautions that these positive effects are demonstrated "... only when the effects of serious flaws in the research designs were controlled for statistically (Willig, 1987)."

Due to the complexities of bilingual education program evaluations and the many variables to consider, in 1987, the Association of Supervision and Curriculum Development (ASCD) suggested that research should explore effective classroom practices rather than continue to attempt evaluations to determine whether bilingual education programs are effective (ASCD, 1987).

Significant Bilingual Instructional Features Study

The Significant Bilingual Instructional Features study (SBIF) was one of the first large scale studies to investigate effective bilingual instruction (Tickunoff, Ward, Fisher, Armendariz, Parker, Dominguez, Vasquez, Mercado, Romero, and Good, 1980). The SBIF study was designed to identify and describe important features of bilingual instruction and the consequences of that instruction for limited English proficient students. The study involved 58 classroom teachers and 232 target students in grades K-12. The classrooms included Mexican American, Puerto Rican, Cuban, Chinese, and Navajo students. An important aspect of the SBIF study was that it examined instruction in a sample of nominated "successful" classrooms rather than a representative sample of bilingual education programs. The study found five instructional features that are associated with successful bilingual education classrooms including:

- there was congruence of instructional intent, organization and delivery, as well as congruence of expected student consequences.
- teachers used active teaching behaviors.
- teachers used native and second languages to promote instruction and maintain pace.
- English language instruction was integrated with basic skills teaching, and
- the teachers used cultural referents to enhance instruction; organized instruction based on native language culture; and observed values and norms of the native and non-native cultures.

García, 1987

García (1987) also looked at instruction in bilingual settings. His study sought to answer five questions:

- What role can native language instruction play in the academic success of the student?
- Will attributes of bilingual programs place non-Hispanic and other non-Spanish speaking students at risk?
- Is there one best curriculum?
- What instructional strategies are effective?
- Who are the key players in effective schooling?

On the question of the role of native language instruction, the study found that schools considered native language as the key to effective instruction in grades kindergarten through third with English as the major language of instruction in grades five and six. Regarding the impact of bilingual schooling on non-Hispanic and non-Spanish speaking students, the study concluded that all students were served equally well. On the topic of effective instructional strategies, García wrote:

> Consistently, teachers organized instructional activities to ensure small collaborative academic activities requiring a high degree of heterogeneously grouped student to student social (and particularly linguistic) interaction which focused on academic content.

Who were the key players in effective instruction? According to García, although school administrators and parents play an important role, teachers are definitely the critical ingredient.

The Development of Case Study Models

In 1980, the California State Department of Education developed a model of bilingual education and tested it in selected sites. A case study approach was used to document and describe the program types and outcomes. According to Crawford (1989), the emphasis on the California model and case study was on school improvement rather than on further program effectiveness research. The curriculum model is based on second language acquisition theory and was implemented in five schools with high concentrations of limited English proficient students and a corps of selected bilingual education teachers.

According to Krashen and Biber (1988), the results of the case studies in California clearly dispel the belief that children in bilingual education programs do not learn English or do well enough in academic subjects to join the mainstream educational programs. They point out that limited English proficient students who participate in properly designed bilingual education programs can acquire grade level conversational English in about two years and formal academic English in about five years. Students in the case studies outperformed comparable students in other programs on the *Comprehensive Tests of Basic Skills* reading and mathematics subtests. In non-language dependent subjects, particularly in mathematics, the students participating in the case studies performed well at all of the sites. In some cases, at some of the sites, the students scored at or above the national norms.

The development of the case study model for examining educational programs was further enhanced by the massive Goodlad study involving some 27,000 individuals involved in many aspects of schooling in the United States (Goodlad, 1984). Goodlad's efforts to determine the effectiveness of schools in the United States resulted in many descriptions of processes common to the schools studied. Goodlad very appropriately points out that although numerous aspects of a school can be studied and documented in depth, each school differs in terms of program and student characteristics and generalizations about other similar schools should be made with caution. By examining individual schools, however, educators and researchers can begin to determine what now exists in American education, what needs to be restructured, and what the possibilities for future program improvement can be. Even with the necessary cautions regarding generalizability of findings in case study research, the similarities of teaching patterns and school activities that are found in school after school can at least raise the issue that perhaps these practices occur in schools outside the sample studies, thereby providing direction for future case study research.

Studies of Effective Bilingual Schooling

Carter and Maestas (1982) also approached the study of effective schools, specifically effective bilingual schools, using case study methodologies. Three effective bilingual education programs were studied, described, and analyzed. According to Carter and Maestas, the schools studied shared little in terms of curriculum, organizational arrangements, and specific teaching techniques. What they did share, however, were *processes* of continuing school improvement and for promoting positive school climate and positive student outcomes. All three schools emphasized positive leadership, clearly stated goals and objectives, high expectations of students and faculty, and strong demand for academic performance.

Using the findings of the Carter and Maestas study, and focusing their efforts on the processes of building and maintaining school effectiveness, Carter and Chatfield (1986) present an analysis of one school's bilingual education program and the relationship between overall school effectiveness and success in the bilingual education program. In their account, the authors suggest that because most bilingual education programs are found within ineffective school environments, most are doomed to failure or at least to mediocrity. Many are in ethnically segregated neighborhoods, many are at the lowest rung of the socioeconomic ladder, and many suffer from lack of faculty, staff, and student morale. Using the case study approach, Carter and Chatfield studied the bilingual education program not simply from a cause and effect model, as has been the case in most previous evaluation efforts, but rather from an in-depth study of the relationship between the many complex variables of "curriculum, classroom conditions, organizational processes, school social environment, and the multitude of other variables that constitute the institutional endeavor (p. 203)."

Need for the Current Study

Carter and Chatfield's recommendations for future research call for the increased use of the case study to document and describe practices and processes within bilingual education programs. The authors also suggest strongly that because most previous evaluation studies of bilingual education programs have taken place within the confines of an ineffective school or school district, researchers should continue to study bilingual education and its impact on learning within the effective school context. This would provide the opportunity to study academic performance of bilingual education students without the taxing negative environment that contributes to low student performance.

Continuing research on effective bilingual schools can also promote the use of more school-based, well-documented, and detailed descriptions of high quality programs for language minority students. The documentation provides a "vision" of what effective bilingual education programs can be because as the authors state,

> Most practicing educators do not have the required vision of the possible, partly because they have never worked in or seen an effective school. Thick and rich case studies can partially substitute for the lack of personal experience. Likewise, carefully conducted study visits to effective institutions can help one to develop a vision of the possible while providing structural and process models. For these and other reasons, efforts must be made to locate, describe, and analyze living examples of success.

In Texas, although many evaluations of individual bilingual education programs have been conducted, there had not been a major attempt to study bilingual education from a statewide perspective until 1985 when the current study was begun. This report is based on the third phase of a three-year evaluation study of bilingual and ESL programs. It focuses on the documentation and description of effective practices and processes within selected bilingual education programs and ESL programs in Texas. A companion report on compensatory education programs in Texas is also available from the Texas Education Agency (Texas Education Agency Publication No. GEO 543 02).

Three Phase Study

The three-phase study of bilingual education and ESL programs was implemented in 1985 with specific goals for each phase of the study.

Phase I of the study took place in 1985-1986 and consisted primarily of the identification of evaluation questions and research goals, development of program descriptions, and compilation of fiscal expenditures for bilingual education and ESL programs.

Phase II of the study took place in 1986-1987 and included the collection of performance data in the form of exit rates from bilingual education and ESL programs, and promotion, retention, and placement rates. With the data collected during Phase II, an attempt was made to link the performance data with program implementation and to identify characteristics of programs determined to be successful in educating the limited English proficient student.

The goals of Phase III include:

- the confirmation of findings from Phase II of the study for both bilingual education and ESL programs.
- the identification of effective bilingual education and ESL programs.
- the in-depth examination and documentation of the organization, operations, and effective practices of selected bilingual education and ESL programs.

Summary of Findings From Phase II

The following is a partial list of major findings from Phase II of the three-year study. A complete list of findings from Phase II is included in Appendix A.

Student Data

- Eligibility for the free/reduced price lunch program does not appear to be associated with success or lack of success. Most students on the campuses studied are eligible for this program.
- Student mobility, either within the district or among districts, does not appear to be related to success or lack of success.
- Approximately 61 percent of bilingual education students are below the English reading level expected for their grade level.
- As the number of absences decreases, the likelihood of subjectively perceived success increases for all special language students.

Exit Rates

- Data for grade levels Prekindergarten through six indicated that an average of approximately 32 percent of ESL students exit the program annually, while approximately 10 percent fewer bilingual students exit the program each year.

- The differences between the exit rates are most pronounced for campuses in districts with more than 10,000 ADA and in those with a minority student population of less than 20 percent of the enrollment. In these cases, there is a much lower exit rate from bilingual as compared to ESL programs.

- Examination of the percentage of students in various achievement test score ranges indicated that bilingual students are retained in special language programs until higher achievement test scores are attained. This strategy may partially account for differences in exit rates between bilingual and ESL programs.

Promotion

- Campus data indicate that bilingual students are promoted at a slightly higher rate than ESL students. Conversely, student data indicate that ESL students are promoted at a slightly higher rate. In general, the differences between promotion, retention, and placement rates are quite small.

- Retention is significantly related to nonsuccess in both programs. The percentage of students subjectively perceived successful drops dramatically after only one retention.

Instructional Program

- Campus data indicate little variation among grade levels in the instructional strategies used by ESL programs. However, there are noticeable differences in the strategies used between ESL and bilingual programs. Since campuses employ a number of strategies to meet individual students' needs, it is not possible to link campus strategies to particular promotion or exit rates.

- Bilingual classrooms with 11 to 18 students, as compared to classrooms in other size ranges, appear to be optimal for objective success.

Other Variables

- Campus-level data indicate that bilingual teachers are more experienced, although more ESL teachers have earned advanced degrees. In contrast, more ESL teachers are teaching with special permits or waivers.

- The only teacher variable statistically associated with success is specific experience in special language instruction. In particular, bilingual students are less likely to be subjectively perceived successful as the amount of the bilingual teacher's general experience increases.

- Parental involvement in PTA/PTO organizations is significantly related to success. However, it was noted that as the number of parental conferences increases, the student is more likely to be identified as unsuccessful.

- The performance of ESL and bilingual students is lower than that of other students on most objective measures, including TEAMS and achievement testing. However, the performance levels of the two special language groups are similar. In addition, students in the two programs master the essential elements at nearly the same rate.

- Students in both programs achieve large gains in achievement as measured by both achievement tests and TEAMS. Students in both programs also exhibit large gains in oral language proficiency as measured both objectively and subjectively.

By means of the campus and student performance data collected in Phase II, six campuses with bilingual education programs were selected for participation in the third phase of this study. Six ESL programs were also visited to confirm Phase II findings and to provide an additional perspective on special language programs in Texas, particularly in the area of ESL methodology.

Qualitative data for Phase III were collected using site visits to selected campuses with bilingual education programs and ESL programs. The case study approach was selected to describe educational processes and effective practices, and in the words of Carter and Chatfield, to "analyze living examples of success."

CHAPTER II

EVALUATION STRATEGY

A variety of theoretical approaches were reviewed to plan and conduct the study. Stufflebeam and Webster (1980) provide an overview of 13 conceptual frameworks that have been adopted for use in educational evaluation. Of the 13, three models contained elements appropriate for use in the Phase III evaluation of bilingual education and English as a second language programs. These included decision-oriented studies, questions-oriented studies, and client-centered studies.

A review of the literature related to ethnographic models also was undertaken. Adopting such a subjective approach would have provided the capacity to incorporate unintended outcomes and other subtle aspects of the educational environment into the study design (Koppelman, 1979). Fetterman (1982) has cautioned against educators adopting an ethnographic model without having appropriate training. Although none of the conceptual frameworks reviewed were adequate on their own for the purpose of this study, each provided some insight into different aspects of the program. While this study is first and foremost a case study, it can also serve as an example of how ethnographically oriented studies can be used with other techniques. The case study approach was selected because it provided a means of gathering comprehensive, systematic, and in-depth information about the individual programs in the study.

The conceptual framework adopted for this study was drawn from the social research consultation literature. As is the case with most program evaluations, the major contribution of this study is to provide a basis for further study and research as well as a plan for action. Because of this, the goals of the evaluation and implementation were considered at all stages of the process (Ferrell and Compton, 1986).

Based on Warren's (1963) conceptual model, evaluation is seen as a process in which the development of the evaluation design and the construction of the findings is a process of negotiation among the evaluators, program staff, administrators, and school personnel. This process continues after the study is completed and determines to what extent the recommendations of the study are implemented as well. This model has recently been further expanded in *Fourth Generation Evaluation* (Guba and Lincoln, 1989). Warren (1963:68) notes that:

> a research project is a social action episode involving task accomplishment (including both the research and its implementation), in which a consultant enters into a relationship with a client system, and of which is set up a study system. Both of these systems undergo planned and unplanned changes as the tasks of research and implementation are attempted.

There were a number of stages in the development of this study which illustrate this model. First, using qualitative techniques for data collection was a new approach to providing information to decision-makers at the state level. Historically, the evaluation division had relied primarily on product information using data such as standardized test scores and large-scale surveys that lend themselves to quantitative analysis. Selection of campuses to participate in the study was a second step in the study design that was a process of negotiation among evaluation staff, program staff, and school district personnel. While the evaluation staff assumed primary responsibility for producing the report, the content of the report and its findings were also negotiated. The final stage of negotiation takes place once the report has been presented to the State Board of Education. The degree of consideration given to the findings and recommendations of the report and any resulting action complete the final stage of negotiation.

PROCEDURES

Two components were included in this phase of the study. The first consisted of a data collection instrument sent to each campus requesting detailed information about the campus and the bilingual education and ESL program. The second component consisted of a site visit made to each campus during the spring of 1989 for the purpose of gathering qualitative data.

The data collection instrument requested detailed information about the entire campus including enrollment, promotion rates, class size, test scores, and other descriptive information. In addition, similar information was collected on the students enrolled in the bilingual education and ESL programs. Achievement test scores and the percentage of students passing each subtest of the Texas Educational Assessment of Minimum Skills (TEAMS) were collected for the 1986-87, 1987-88, and 1988-89 school years. Where Spanish TEAMS scores were available, these were also included in the campus data collection component. Considerable staff effort was required in the participating districts to provide these data. Campuses do not routinely collect this information in the manner requested, especially for bilingual education and ESL students as defined for the purposes of this study.

In the spring of 1989, teams of two Agency staff members made site visits to each of the six selected campuses with bilingual education programs. Six campuses with ESL programs were also visited in order to verify findings of the second phase of the study and to provide a basis for comparison of ESL methodologies, within bilingual education programs and outside of primary language bilingual education programs.

For each visit, at least one staff member from the Division of Program Evaluation and one from the Division of Special Programs participated. During the site visits the following activities took place:

- Agency staff reviewed the 1987-88 Bilingual Education Instructional Services Report with the campus principal. The purpose of this review was to verify the accuracy of data submitted during Phase II of the bilingual education and ESL evaluation, since these data were used to select the programs for Phase III.

- Agency staff reviewed and collected the campus-level data collection instrument.

- Interviews lasting from 1 to 1½ hours were conducted separately with the district's bilingual education and ESL coordinator, the campus principal, and three or four bilingual education teachers, depending upon the size of the campus. Specific information gathered in these interviews remains confidential.

Interview guides, developed in cooperation with the Division of Special Programs, were reviewed by staff in several school districts prior to the site visit. Guides were developed for the program coordinator, the principal, and the teachers and some of the questions were asked across roles as well as across campuses. Each of the guides listed questions and issues to be explored during the interviews. These lists were not intended to be used as tightly structured sets of questions to produce a range of likely responses. Rather, the purpose was to ensure that each interviewer asked for the same information. Consistency was important, since a total of eight Agency staff members participated in the site visits to bilingual education and ESL programs. The interview guides also helped ensure that the limited time available for each interview was used as efficiently as possible.

The interview guides and the campus data collection instrument were mailed to each district contact person and each campus principal at least two weeks in advance of the site visit. In this way, the staff were better prepared to provide complete and more thoughtful responses. Prior to the interview, the purpose of the study was explained to interviewees, and permission was asked to tape record the interview. Tape recording was an indispensable procedure, since it does not "tune out" conversations or change what has been said because of interpretation, and it allows the interviewer to be more attentive to the interview (Patton, 1980).

For the site visits to campuses with bilingual education programs, a total of six principals, five bilingual education program coordinators, and 24 bilingual education teachers were interviewed. All interviewees agreed to be tape recorded except two teachers. Those interviewed were five first grade teachers, six second grade teachers, four third grade teachers, five fourth grade teachers, and four fifth grade teachers. Six ESL campuses were visited and six principals, six coordinators, and 24 ESL teachers were interviewed. Extractions from each of the interviews were processed using the MICROSOFT WORD software package.

Information from the campus data collection instrument was carefully reviewed and the district contact person was contacted if data were missing or appeared to be incorrect. Data were then processed using LOTUS 1-2-3, and descriptive statistical procedures were performed.

Once the interviews had been processed, THE ETHNOGRAPH software package was used for analyses. THE ETHNOGRAPH is a set of interactive, menu driven computer programs designed to assist the qualitative researcher in some of the mechanical aspects of data analysis. By coding passages from the interviews, this software package allows the data to be indexed, sorted, and recombined in a variety of ways. For example, the interviews were sorted by role (e.g. principal, coordinator, and teacher) and then classified into categories such as curriculum and instruction or role of the principal.

The purpose of classifying qualitative data in preparation for content analysis is to facilitate the search for patterns and themes within a particular setting or across cases (Patton, 1980). In this study, the content analysis focused upon the identification of effective program practices.

In sum, the evaluation strategy developed for this study was determined by the questions being asked. In order to identify effective bilingual education program practices, a case study approach was considered to be appropriate. Quantitative data were collected to document the quality of the programs selected for the study and to provide a basis for comparing and contrasting the selected programs across campuses along standardized dimensions. These data also provided a means of investigating the use of multiple outcome variables in the analysis.

Qualitative data were collected by means of the interviews to discuss numerous aspects of the selected schools' organization and operations including curriculum, instructional arrangements, coordination among staff members and programs, parental involvement, educational resources, promotion and retention criteria, testing and evaluation, and educational philosophy. In addition, the purpose of the interviews was to use comments and opinions to identify practices within each campus that were associated with the success of the bilingual education program. Although "transportability" of the practices from school district to school district is the desirable long-term outcome of this phase of the study, it is recognized that realistically, demographics and differences in student and program characteristics may affect the complete attainment of this goal. A further discussion of the methodologies employed in Phase III follows.

Campus Selection

Phase III of the statewide bilingual education and ESL study involved an in-depth examination of campuses where bilingual education and ESL programs have demonstrated effectiveness in teaching the limited English proficient student. The campuses were selected using multiple criteria including promotion rates, exit rates from the bilingual education and ESL program, TEAMS scores, and need for additional remediation rates. Need for additional remediation rates was based on the number of students exiting the program who were scheduled for some form of compensatory instruction. Due to the distribution of the data for promotion rates and need for remediation rates, a standard deviation of .5 was used in calculating the composite scores for those measures. Analyses were conducted using third and fifth grade data to select elementary campuses with exemplary outcomes. Additional data examined during the selection process included district wealth and percent minority enrollment. Campuses with fewer than ten students in the bilingual education program at these grade levels were eliminated from consideration. Because so few bilingual education programs, and therefore so few data, exist at the secondary school level, only elementary school campuses were selected for the bilingual education site visits. Two middle schools are among the campuses visited for ESL. Participating school districts with bilingual education programs included:

- Ysleta Independent School District
- El Paso Independent School District
- Pharr-San Juan-Alamo Independent School District
- Edinburg Independent School District
- San Antonio Independent School District
- Houston Independent School District

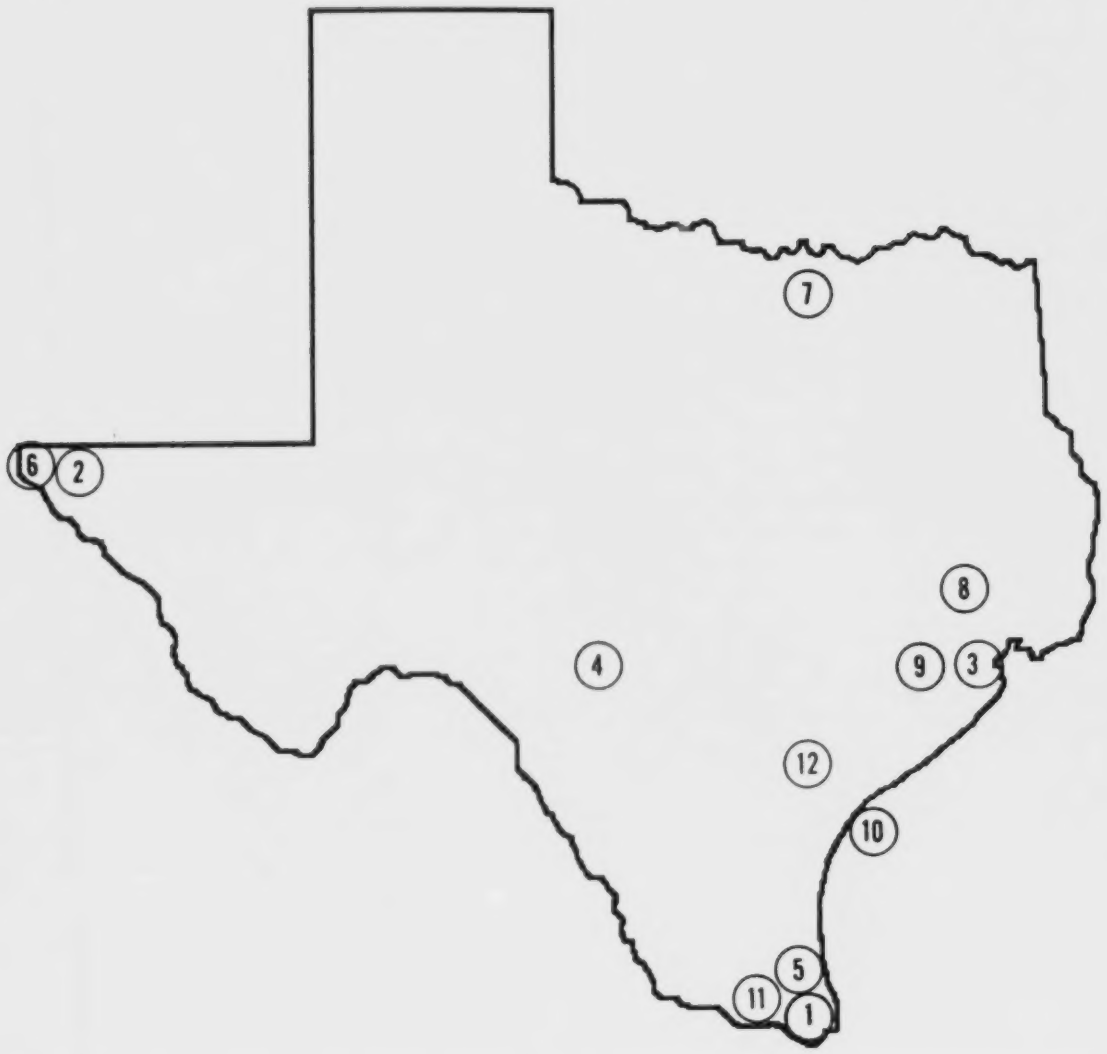
Participating school districts with ESL programs included:

- Corpus Christi Independent School District
- Dallas Independent School District
- Houston Independent School District
- Huntsville Independent School District
- McAllen Independent School District
- Robstown Independent School District

It should be noted that the Robstown Independent School District and the Huntsville Independent School District also operate a bilingual education program with primary language instruction. These school districts were chosen to examine the ESL program specifically within the context of a bilingual education program. On the other campuses, the ESL program alone was examined and documented. Illustration 1 shows the geographical distribution of the bilingual education and ESL campuses participating in Phase III.

The following sections of this report present the findings of Phase III of this study, with a focus on the bilingual education programs selected. ESL programs were examined as part of the study to add an additional perspective of special language programs outside the context of primary language instruction. Findings from the ESL site visits are incorporated into the general findings of the study with particular emphasis on ESL methodologies used.

ILLUSTRATION I



BILINGUAL

1. Pharr-San Juan-Alamo ISD—Raul Longoria Elementary
2. Ysleta ISD—South Loop Elementary
3. Houston ISD—Pilgrim Elementary
4. San Antonio ISD—Highland Park Elementary
5. Edinburg ISD—Lamar Elementary
6. El Paso ISD—Wainwright Elementary

ESL

7. Dallas ISD—Fannin Elementary
8. Huntsville ISD—Stewart Elementary
9. Houston ISD—White ELementary
10. Corpus Christi ISD—Wynn Seale Middle School
11. McAllen ISD—Travis Middle School
12. Robstown ISD—San Pedro Elementary

CHAPTER III

FINDINGS

The findings from Phase III of this study are presented in two parts:

Part I: Quantitative data collected from each of the participating bilingual education campuses

Part II: Qualitative data collected from the structured interviews on each bilingual education campus

The quantitative data that are presented in Part I of the Findings include test scores for the Texas Educational Assessment of Minimum Skills (TEAMS), achievement test scores, number of bilingual education students on the campuses, total enrollment of the schools, and promotion and retention rates of the schools. Part II includes excerpts from the interviews with participating principals, coordinators, and teachers in bilingual education programs. An emphasis is made throughout Part II to present to the reader excerpts that give life to the school descriptions and practices associated with successful implementation of the bilingual education program.

PART I

CAMPUS DATA: BILINGUAL EDUCATION

The findings presented in this section are based upon information provided by each of the six bilingual education campuses participating in this study. Specific information was collected on the entire campus as well as on students enrolled in the bilingual program. The purpose of this section is to provide a description of the student populations served on the campuses, to examine the performance of students enrolled in bilingual education on each campus, and to describe the relationship between the bilingual education programs and the entire campus. **For the remainder of this report, the names of the campuses have been changed to maintain the confidentiality of the data.**

Data collected include student performance measures (achievement test scores, the percentage of students mastering the Texas Educational Assessment of Minimum Skills), demographic information including enrollment, average attendance, ethnicity, number of limited English proficient (LEP) students, migrant enrollment, promotion rates, and the number of students enrolled in the free/reduced price lunch program (F/RPL). In addition, information specific to the bilingual education program was obtained—average class size, instructional approaches and arrangements, and the number of programs testing students in Spanish (both TEAMS and norm-referenced achievement tests). Four topics will be addressed in this description including:

- Campus enrollment and demographics
- Bilingual education program enrollment and demographics
- Student performance
- Instructional approaches

Campus Enrollment and Demographics

Table 1 presents demographic and enrollment information on each of the six campuses. This information includes total enrollment, migrant enrollment, grade levels served, average attendance, percent of students enrolled in the free/reduced price lunch program, average class size, percent of limited English proficient students, and percent minority enrollment. Total enrollment represents enrollment as of October 1988. Enrollment varied among the campuses, from 484 at Nogales Elementary to 898 at Live Oak Elementary. Average attendance for all six of the campuses was reported to be above 90%.

The Chapter 1 migrant education program provides financial assistance to state education agencies to meet the special educational needs of children of migratory workers employed on a seasonal or temporary basis in the agricultural and fishing industries. Migrant enrollment varied considerably among the campuses. Three campuses, Pine Elementary, Live Oak Elementary, and Roble Elementary, did not have any students identified as migrants. The highest percentage of migrant enrollment (31%) was reported by Nogales Elementary, followed by Encino Elementary (12%). Willow Elementary (.8%) reported that less than 1% of the students were identified as migrants.

Minority enrollment was substantially higher on all six campuses as compared to the statewide minority enrollment. Other Texas Education Agency data indicate that minority enrollment in grades kindergarten through grade six is 49 percent. All six campuses reported 85% or higher minority enrollment. Ethnicity on five of the six campuses was over 80% Hispanic. The sixth campus, Pine Elementary, reported 74% Hispanic enrollment.

The percentage of limited English proficient (LEP) students varied among the campuses. Roble Elementary reported the highest percentage of LEP students (77]. Three campuses, Nogales (42%), Willow (44%), and Pine (54%), reported between 40 to 55 percent LEP student enrollment. Encino Elementary (30%) and Live Oak Elementary (16%) reported the lowest enrollment of LEP students.

NOTE: THE NAMES OF THE PARTICIPATING CAMPUSES HAVE BEEN CHANGED TO MAINTAIN CONFIDENTIALITY

TABLE 1

CAMPUS CHARACTERISTICS
(1988-1989)

Elementary	Total Enrollment	Grade Level Served	Attendance* (%)	Minority Enrollment (%)	F/RPL (%)	Average Class Size	LEP Enrollment (%)	Migrant (%)
Encino	500	PK-5	99	93	87	22	30	12
Live Oak	898	PK-5	97	92	86	22	16	0
Nogales	484	PK-2	N/A	95	79	22	42	31
Pine	508	PK-5	94	85	93	16	54	0
Roble	583	PK-5	100	97	92	20	77	0
Willow	646	K-6	N/A	96	92	18	44	.8

*Percent attendance is percentage of total enrollment. For example, 216/256 Total Enrollment = 84% attendance.
N/A—Data Not Available

Five campuses reported a considerably higher percentage of LEP students when compared to the state average. Other agency data indicate that 11% of the students statewide are identified as LEP in grades kindergarten through six.

All campuses reported that a majority of students were enrolled in the free/reduced price lunch program (F/RPL). Five of the six campuses, Willow Elementary (92%), Roble Elementary (92%), Encino Elementary (87%), Pine Elementary (93%), and Live Oak Elementary (86%) reported that over 80% of the students were enrolled in the F/RPL. The smallest percentage of students served in F/RPL was reported by Nogales Elementary (79%).

Texas Education Code, Section §16.054, requires all school districts to maintain a pupil/teacher ratio of no more than 22:1 for grades one through four beginning with the 1988-89 school year. For the campus overall, average class size varied among the six campuses from 16 students per class at Pine Elementary to 22 students per class on three of the campuses. Analysis of the 1988-89 Public Education Information Management System (PEIMS) teacher assignment data reveals that the average class size statewide for elementary classes is 20.5 students.

In Table 2, retention rates are presented. Overall, the highest retention rates were found at the first grade level. In the first grade, retention rates varied from 9 percent of the students at Pine Elementary to 24 percent at Roble Elementary. Two campuses, Nogales Elementary and Roble Elementary, reported retaining students at the kindergarten level. No campuses reported retaining students at the prekindergarten level. At other grade levels, retention percentages remained below 10 percent, except for grade 2 at Roble Elementary (16%) and Live Oak Elementary (12%).

TABLE 2

RETENTION RATES
(1987-1988)
(PERCENT RETAINED)

	Grade Level							
Elementary	**PK**	**K**	**1**	**2**	**3**	**4**	**5**	**6**
Encino	0	0	10	3	1	1	2	N/A
Live Oak	0	0	15	12	5	8	1	N/A
Nogales	N/A	2	23	9	8	N/A	N/A	N/A
Pine	0	0	9	1	3	8	2	2
Roble	0	11	24	16	2	9	3	N/A
Willow	N/A	0	17	3	0	8	0	5

N/A—Not Applicable

PROGRAM ENROLLMENT AND DEMOGRAPHICS

Table 3 presents information applicable to the bilingual education programs on the six campuses studied. Data presented include: total enrollment, percent migrant, percent minority, enrollment in F/RPL, average class size, and the percentage of LEP students enrolled in the bilingual education program.

Variation was found among the campuses in the percentage of students enrolled in the bilingual education program. Two campuses, Roble Elementary (75%) and Nogales Elementary (63%) reported the highest percent of students enrolled in the bilingual program. Willow Elementary (43%) and Pine Elementary (55%) reported that approximately half of the students on the campus are enrolled in the bilingual education program. The bilingual enrollment on these six campuses is considerably higher than the statewide percent of bilingual enrollment (4.5), according to other Agency data.

Migrant enrollment was available from three of the six campuses. Of these, Willow and Nogales Elementary reported that 100% of the migrant student population was enrolled in the bilingual education program. This migrant enrollment amounts to 50% of the total bilingual education program enrollment at Nogales, and only 2% of the total bilingual education population at Willow Elementary. The third campus, Encino Elementary, reported that 37% of the migrant student population was enrolled in the bilingual education program, totaling 14% of the total bilingual education program enrollment.

TABLE 3

BILINGUAL EDUCATION PROGRAM CHARACTERISTICS
(1988-1989)

Elementary	Total Program Enrollment	Campus Enrolled in Program (%)	Migrant (%)	Minority Hispanic (%)	Other	F/RPL (%)	LEP Spanish (%)	Average Class Size
Encino	148	30	14	100		99	100	20
Live Oak	140	16	0	100		67	100	22
Nogales	305	63	50	100		100	100	22
Pine	286	55	0	100		97	100	16
Roble	440	75	0	98	2	96	100	19
Willow	277	43	2	88	12	100	100	18

All six campuses reported that 100% of the students enrolled in the bilingual education program were minority students. Four of the six campuses reported that 100% of these students were Hispanics. The fifth campus, Willow Elementary reported that 88% of the bilingual education program participants are Hispanics and the remaining 12% were of Native American Indian or Alaskan descent. Roble Elementary reported 2% "other" minority. All six campuses reported that Spanish was the primary language for 100% of the LEP students enrolled in bilingual education. Less than 10% difference was observed (Table 4) between the percentage of minority students enrolled on the campus and the percentage of minority students enrolled in the bilingual education program.

TABLE 4

MINORITY POPULATION
CAMPUS AND BILINGUAL EDUCATION PROGRAM
(October 1988)

Elementary	% Minority Campus	% Minority Bilingual	Difference
Encino	93	100	7
Live Oak	92	100	8
Nogales	95	100	5
Pine	85	100	15
Roble	97	100	3
Willow	95	100	5

Table 5 indicates that a higher percentage of students in the bilingual education program are enrolled in the F/RPL program compared to the percentage reported for the campuses overall. Five of the six campuses reported over 90% of the students enrolled in the bilingual education program were also enrolled in the F/RPL program. The sixth campus, Live Oak Elementary reported 67% of the bilingual students enrolled in F/RPL, compared to 86% enrollment for the campus overall. F/RPL enrollment for students enrolled in the bilingual education programs was higher on five of the six campuses than the campus overall F/RPL enrollment.

TABLE 5

BILINGUAL EDUCATION STUDENT ENROLLMENT IN THE FREE/REDUCED LUNCH PROGRAM (F/RPL)
(October 1988)

Elementary	Enrolled in F/RPL Campus (%)	Enrolled in F/RPL Bilingual (%)	Difference
Encino	87	99	12
Live Oak	86	67	-19
Nogales	79	100	21
Pine	93	97	4
Roble	92	96	4
Willow	92	100	8

Average class size for the bilingual education programs varied among the campuses from 16 students per class at Pine Elementary to 22 on two of the campuses. Average class size for the bilingual education program is similar to the average class size for the campus overall. Statewide, Agency data reveal that the average class size for elementary classes is 20.5.

The data reported by these six campuses indicate that variations were observed among the campuses. Overall, the student population served can be defined as at-risk by analyzing various demographic variables. Compared to state averages, these campuses have a higher percentage of LEP students, minority students, students enrolled in the F/RPL, and migrant students. In addition, other Agency data indicate that all campuses belong to districts that have over 50% minority enrollment, and that 40 to 60% of the population is identified as low income. All these variables, being a member of a racial/minority group, living in a poverty household, and having a non-English background, have been noted to be associated with poor performance in school. In summary, it should be noted that these campuses have no more favorable demographics than the average campus. That is, improved performance cannot be attributed to more favorable demographics.

Student Performance

This section will include performance data for students enrolled in the bilingual education program on each of the six campuses. The purpose of this analysis is to examine the performance of the students enrolled in the bilingual education programs on these campuses. Both TEAMS (English and Spanish) scores and norm-referenced achievement test scores are analyzed. TEAMS scores for first grade and third grade students enrolled in the bilingual education program in 1988-1989 are compared to the statewide scores of limited English proficient students and to scores of students enrolled in the bilingual programs statewide mastering each subtest. First grade Spanish TEAMS scores are also presented for 1988-1989. Achievement test scores for all six campuses are also presented. This analysis demonstrated that student performance on the Spanish version of TEAMS exceeds statewide averages, that mastery percentages for the English version of TEAMS are close to the statewide mastery percentages for LEP and bilingual education students, and that there has been little increase in student achievement as measured by independent norm-referenced achievement tests.

TEAMS Results

The TEAMS program evaluates an individual student's competency in mathematics, reading, and writing. Questions in the program's criterion-referenced test relate to specific learning objectives and levels of proficiency on skills in which the students have received instruction. Five of the six campuses included in this study reported administering the Spanish version of the TEAMS test. Live Oak Elementary did not administer the Spanish TEAMS test. Table 6 shows 1988-1989 Spanish TEAMS mastery percentages among first grade students in five of the six participating programs, first graders in the statewide bilingual education programs, and the statewide population of limited English proficient first graders. These data show that the students enrolled in the bilingual education programs in the schools in this study compare favorably with the statewide results for both limited English proficient students and for students enrolled in the bilingual education programs statewide. In 1988-1989, 80% of students enrolled in bilingual programs statewide mastered the reading subtest of Spanish TEAMS; 85% mastered the mathematics subtest; and 80% mastered the writing subtest. Of the limited English proficient students statewide, 79% mastered the reading subtest; 84% mastered the mathematics subtest; and 78% mastered the writing. Overall, the bilingual education programs included in this study reported higher mastery percentages on all three subtests (reading, mathematics, and writing), compared to the statewide mastery percentages mentioned above. These data suggest that the bilingual education programs in these schools are making use of the students' primary language to teach basic concepts and basic skills in mathematics, reading, and writing.

TABLE 6

FIRST GRADE TEAMS MASTERY

(PERCENTAGE)

SPANISH VERSION

(1988-1989)

Elementary	Reading	Mathematics	Writing
Encino	94	91	94
Live Oak	N/A	N/A	N/A
Nogales	100	98	95
Pine	96	98	98
Roble	87	83	79
Willow	92	85	94
Limited English Proficient (Statewide)	79	84	78
Bilingual (Statewide)	80	85	80

N/A—Not Applicable

Table 7 presents 1988-1989 English TEAMS mastery percentages among third grade students in five of the six participating programs, among the statewide population of LEP third graders, and among third graders in bilingual education programs statewide. These data show that 53% of the LEP third grade population statewide mastered the reading subtest, 81% mastered the mathematics subtest, and 52% mastered the writing subtest. Considerable variation was found among the campuses. Three of the five campuses reported that over 60% of the students enrolled in the bilingual education programs mastered the reading subtest. Two campuses, Pine Elementary (33%) and Encino Elementary (31%), reported a smaller percentage of students mastering this subtest compared to the mastery percentage for LEP students statewide and the fifth graders enrolled in the bilingual programs statewide. Only one of the five campuses, Encino Elementary (79%), reported a slightly lower mastery percentage for the mathematics subtest compared to the LEP third grade student population and compared to students enrolled in bilingual education programs statewide. Pine Elementary reported the same mastery percentage as the LEP population statewide (81%). Willow Elementary (88%), Roble Elementary (100%), and Live Oak Elementary (100%) reported a larger percentage of students mastering the mathematics subtest compared to the LEP population statewide as well as the mastery percentage for all students statewide. The percentages reported for the writing subtest indicate that three of the five campuses reported the same or a larger percentage of students mastering this subtest. Two campuses, Pine Elementary (24%) and Encino Elementary (46%), reported a smaller percentage of students mastering the writing subtest compared to the statewide third grade LEP student population and to all students statewide.

TABLE 7

ENGLISH TEAMS
THIRD GRADE TEAMS MASTERY
(PERCENTAGE)
BILINGUAL PROGRAM
(1988-1989)

Elementary	Reading	Mathematics	Writing
Encino	31	79	46
Live Oak	67	100	78
Nogales	N/A	N/A	N/A
Pine	33	81	24
Roble	100	100	100
Willow	60	88	60
Limited English Proficient (Statewide)	53	81	52
Bilingual (Statewide)	50	81	50
All Students (Statewide)	86	92	79

N/A—Not Applicable (campus serves only grades Pre-K through Two).

Table 8 presents 1988-1989 English TEAMS mastery percentages among fifth grade students in four of the six participating programs, the statewide population of LEP fifth graders, and fifth graders in the statewide bilingual education programs. Slight variation was found among the statewide LEP fifth graders and the fifth graders enrolled in the bilingual education program statewide. All four campuses, Willow Elementary (41%), Roble Elementary (48%), Pine Elementary (44%), and Live Oak Elementary (38%), have similar mastery percentages for the reading subtest as the LEP students statewide and students enrolled in the bilingual programs statewide. All campuses reported a smaller percentage of students mastering the reading subtest compared to the mastery percentage of all students statewide. Results for the mathematics subtest indicate that Live Oak Elementary (88%) reported a mastery percentage larger than the mastery percentage for the LEP fifth graders statewide, the fifth graders enrolled in bilingual education programs statewide, and all students statewide. This campus also reported a larger mastery percentage for the writing subtest when compared to the LEP student statewide mastery percentage and to students enrolled in the bilingual program statewide. Pine Elementary and Roble Elementary reported smaller mastery percentages for both the mathematics and the writing subtest compared to the statewide mastery percentage for the LEP fifth graders and for fifth graders enrolled in bilingual education programs. Overall, the average 5th grade mastery percentage of students enrolled in bilingual education programs on these four campuses in 1988-1989 were larger than the statewide mastery percentage of LEP students and bilingual students on the reading and writing subtests, and equal on the mathematics subtest.

TABLE 8

ENGLISH TEAMS
FIFTH GRADE TEAMS MASTERY
(PERCENTAGE)
(1988-1989)

Elementary	Reading	Mathematics	Writing
Encino	N/A	N/A	N/A
Live Oak	38	88	71
Nogales	N/A	N/A	N/A
Pine	44	44	33
Roble	48	64	40
Willow	41	32	30
Limited English Proficient (Statewide)	48	71	47
Bilingual (Statewide)	45	70	43
All Students (Statewide)	89	89	84

N/A—Not Applicable

This section has presented TEAMS mastery percentages for the six campuses participating in this study. Considerable variation was reported among the campuses. Roble Elementary, for example, reported 100% mastery on some third grade subtests. Pine and Encino Elementary, on the other hand, reported 24 to 31 percent mastery on third grade subtests. Overall, English TEAMS mastery percentages for the bilingual education programs participating in this study are similar, and in some cases, exceed the mastery percentages for LEP and bilingual education students statewide. In addition, comparisons to statewide percentages for the Spanish version of the TEAMS test show that the campuses selected for this study exceeded statewide mastery percentages on almost all subtests. This finding documents the importance of the primary language instruction component of the bilingual education programs on the campuses included in this study. Even though considerable variation was reported for the English TEAMS subtest, overall mastery percentages were similar or higher than statewide mastery results for LEP and bilingual education students. The bilingual education students' norm-referenced achievement test scores are presented in the following section.

Norm-Referenced Achievement Test Scores

A variety of norm-referenced achievement tests were administered on the six campuses selected for this study. Two campuses reported administering a Spanish language achievement test to students enrolled in the bilingual education program. Willow Elementary reported administering the *Spanish Assessment of Basic Education* (SABE) to second grade LEP students. Roble Elementary administered the *CTBS Español*, the Spanish edition of the *Comprehensive Tests of Basic Skills*, for the 1986-1987, 1987-1988 school years, and the SABE for the 1988-1989 school year. All other campuses administered the same achievement test for both the general student population and students in the bilingual education program. Other norm-referenced achievement tests administered include the *Iowa Tests of Basic Skills* (ITBS), the *California Achievement Tests* (CAT), the *Metropolitan Achievement Tests* (MAT6), and the *Comprehensive Tests of Basic Skills* (CTBS).

Norm-referenced test (NRT) scores serve several functions in bilingual education programs. As in general educational programs, NRT scores are used in bilingual education programs for examining the performance of the entire student population, a particular grade level, or an individual student. In addition, most of the NRTs currently used in school districts in Texas include "criterion," or more accurately, "objective-referenced" information. This optional, additional information can be used by schools to determine which items measuring specific educational objectives were answered correctly by students taking the test. Combined with NRT scores that are based on comparison of performance to a national sample, this feature provides specific performance information on which to base additional program planning.

At the individual student level, NRT scores are used in bilingual education programs by the Language Proficiency Assessment Committees (LPACs) on each campus. LPACs are established to document and review the educational progress of limited English proficient (LEP) students. Having identified a student as LEP using a survey of language usage and exposure (Home Language Survey), members of the LPAC periodically review a student's grades, scores on language proficiency tests, and scores on norm-referenced achievement tests. In their review, members provide input on classification of the student according to language proficiency and reclassification from LEP to non-LEP status. In addition, members of the LPAC review student progress and provide input into decisions regarding exit from the bilingual education or English as a second language program. Following a student's exit from a bilingual education program, LPAC members monitor the progress of that student for a minimum of two years.

LPACs classify students according to language proficiency. For example, if a student indicates on the Home Language Survey that another language is spoken at home, a measure of language proficiency must be administered to determine the level of English proficiency. If possible, a measure of language proficiency in the language other than English should also be administered. In grades 2-12, in addition to the measure of language proficiency, a student must also be tested with a state-approved norm-referenced achievement test. The scores on the reading and language arts tests are taken into consideration during the identification process. The achievement test scores, in combination with measures of language proficiency, are used as indicators of the student's ability to perform successfully in all-English instructional programs.

Guidelines established by the Texas Education Agency (*Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs*) provide direction to LPACs in the categorization of limited English proficient students. The categories are used to determine instruction for students in the primary language and to delineate the process for transferring students into English instruction. The bilingual education student categories and the English as a second language student categories are listed in Appendix B. Achievement test scores in reading and language arts are especially used in grades two through six in bilingual education programs and in grades two through twelve in English as a second language programs. In grades two through six, BE3 students are students who are stronger orally in their primary language than in English and have scored below the 40th percentile on a state-approved standardized achievement test. Percentile rank is a point on a normal distribution of scores that informs the user of where that specific score lies on the curve in comparison with others in the norming sample. For example, a student's test score at the 40th percentile indicates that the student scored as high as 40 percent of the students in the norming sample. Also in grades two through twelve, students who score below the 23rd percentile and are stronger in English than in the primary language are considered BE4 students. Students who are considered to be orally proficient in English and score between the 23rd and 40th percentile are considered BE5 students, and students enrolling in grades beyond grade one without previous schooling are considered BE6 students. Assignment to bilingual education is based on test scores and a review by the LPAC of all other pertinent information such as essential elements mastery, grades, and proficiency in English. Students may be eligible for exit from the bilingual education program and may enter the all-English instructional program when they score above the 40th percentile on the norm-referenced achievement test.

Table 9 illustrates achievement test scores using Normal Curve Equivalents (NCEs). NCEs, like percentile ranks, are scores derived from the number of test items answered correctly by a student. Like percentile ranks, an NCE score of 50 represents the average score on a norm-referenced achievement test. Unlike percentiles, however, NCEs are placed on a scale (equal interval) that allows the user to perform mathematical functions such as addition, subtraction, and averaging. This is particularly useful for measuring achievement score gains over several years. For purposes of reclassification and exit from bilingual education, the percentile range from the 23rd to the 40th is represented by an NCE range of 34 to 45. Students scoring above the 40th percentile (above an NCE of 45) are eligible for exit from the bilingual education program.

NCEs for individual reading, mathematics, and language arts tests fall within the percentile range of students eligible for bilingual education. This is the expected range of achievement test scores since students who score higher on reading and language arts tests are usually exited from the bilingual education program. NCEs representing scores below the 23rd percentile are found in the lower grades in schools with very strong primary language instruction and Spanish reading (Encino and Live Oak). It should be noted also that in the same school, scores on mathematics tests, which are not as language dependent, more closely approximate the national average. In several cases (Roble and Nogales), scores on the achievement tests at grade two exceed the national average in reading, mathematics, and language arts. Table 10 presents average scores for the three grade levels on all campuses. These scores are averages of reading, mathematics, and language arts tests, and in several cases, approximate or exceed national averages. Caution should be used in interpreting scores on different achievement test batteries, particularly Spanish and English, because although they yield the same types of scores, objectives on which items are based may differ from battery to battery. Also, test construction, item analysis, and scoring procedures may differ. Variations of scores on the same battery will also occur within the same school due to differences in instruction and student abilities to perform on standardized tests.

TABLE 9

ACHIEVEMENT TEST SCORES
(1988-1989)

(NORMAL CURVE EQUIVALENTS)

Elementary	Reading			Mathematics			Language Arts		
	Grade 2	Grade 3	Grade 4	Grade 2	Grade 3	Grade 4	Grade 2	Grade 3	Grade 4
Encino	28	31	27	50	46	43	31	38	36
Live Oak	32	24	33	49	48	52	29	44	40
Nogales	65	N/A	N/A	87	N/A	N/A	59	N/A	N/A
Pine	44	32	32	63	36	36	50	45	38
Roble	60	55	47	51	61	53	57	74	46
Willow	57	37	25	46	*	38	*	39	37

N/A—Not Applicable
*Missing Data

TABLE 10

ACHIEVEMENT TEST SCORES
AVERAGE SCORES ON READING, MATHEMATICS, LANGUAGE ARTS (COMBINED)
(1988-1989)

(NORMAL CURVE EQUIVALENTS)

Elementary	Grade 2	Grade 3	Grade 4
Encino	36	38	35
Live Oak	37	39	42
Nogales	70	N/A	N/A
Pine	52	38	35
Roble	56	63	49
Willow	*	*	33

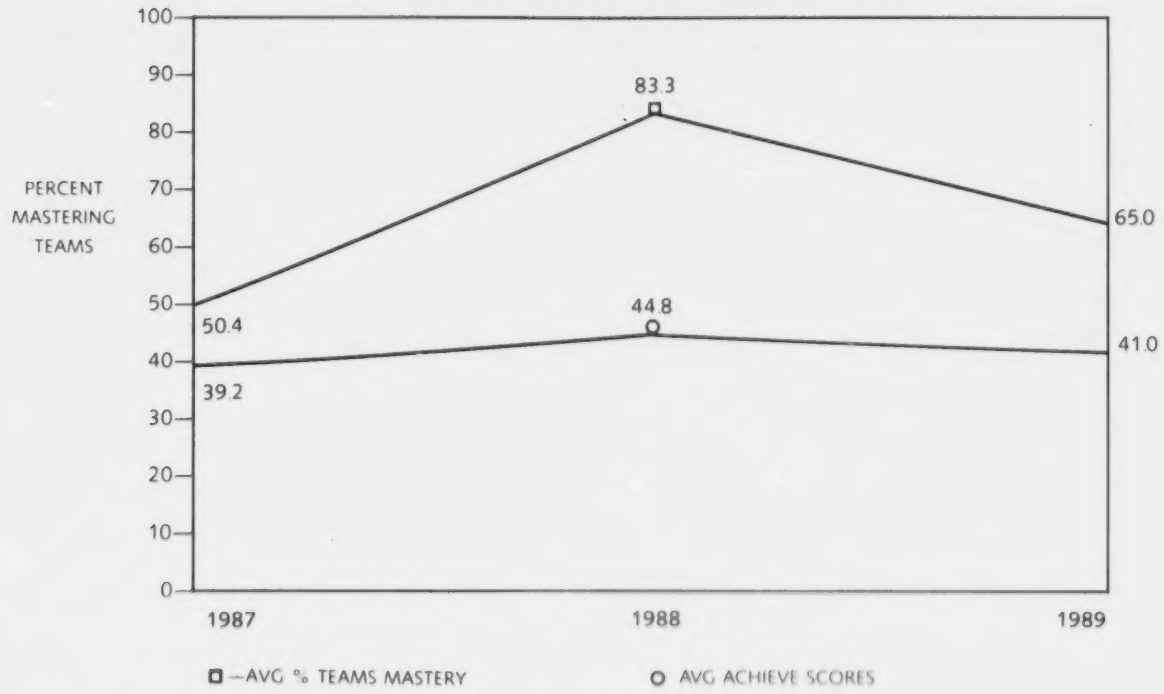
N/A—Not Applicable
*Missing Data

Data in Illustration II present NCEs for achievement tests in reading and TEAMS mastery percentages for third grade students enrolled in the bilingual education programs in 1986-1987, 1987-1988, and 1988-1989 for all six campuses. A weighted average of TEAMS scores was obtained for the 1988-1989 school year. This weighted average was obtained by multiplying the total number of students per campus taking the test by the percent mastery reported by each campus. Once multiplied, the scores were added together and divided by the total number of students taking the test on all campuses. Although this is a satisfactory approach to documenting student performance over a three year period, it is limited in several ways, and caution should be used in the interpretation. Interpretation should consider the effects of student mobility, number of students entering the third grade with no previous schooling, the number of students taking the Spanish version of TEAMS, and the change in actual test items on TEAMS from year to year. In addition, some of the data reported by campuses could not be included for analysis. With norm-referenced achievement test scores, one campus reported median NCE scores instead of mean NCE scores, and another campus reported NCE scores for the Spanish language achievement test instead of the English version.

ILLUSTRATION II

SUMMARY ALL PROGRAMS—3RD GRADE READING:

AVERAGE ACHIEVEMENT SCORE AND AVERAGE TEAMS MASTERY



This graphic illustration shows a different pattern for achievement test scores than for TEAMS mastery percentage. The percentage of students mastering the third grade English TEAMS reading test increased from 50 percent in the 1987 administration to 83 percent in the 1988 administration. On the 1989 TEAMS administration, 65 percent of the students in the bilingual education programs participating in this study mastered the reading test of the English version of TEAMS. These scores are well above the statewide average of TEAMS scores for limited English proficient students and for students in bilingual education programs, and the scores represent a substantial increase in scores from the 1987 TEAMS administration.

A number of reasons could account for the dramatic rise in the TEAMS reading scores for bilingual education students in 1988. 1988 was the second year that Spanish TEAMS was available for third grade students. The availability of this test allowed school districts the option of testing limited English proficient students in Spanish or in English, depending on the proficiency of the students. Also, during 1987, schools were provided with substantial information about the nature of the items on the TEAMS test (English version), instructional materials that corresponded to the content of TEAMS and the essential elements, an instructional strategies handbook, workshops, and statewide training efforts that dealt with the test-taking requirements of the TEAMS. In 1989, scores leveled out to 65 percent mastery at the third grade. Although the drop in scores from 1988 cannot be attributed to one specific cause, a combination of factors and events taking place at the participating schools can partially explain this phenomenon. Fewer exemptions from TEAMS for LEP students, for example, and less intensive concentration in 1988-1989 on TEAMS objectives in the instructional program throughout all the bilingual programs may account for this change. On campuses where higher percentages of LEP students take the English version of TEAMS even where there is question regarding their ability to master the tests, scores tend to be substantially lower than those schools that request and receive exemptions for their LEP students. In 1988, one of the lower scoring campuses was not included in the TEAMS mastery scores, contributing to a higher overall mastery score among participating campuses. This same campus was included in the 1989 scores, contributing to a lowering of mastery scores across participating campuses.

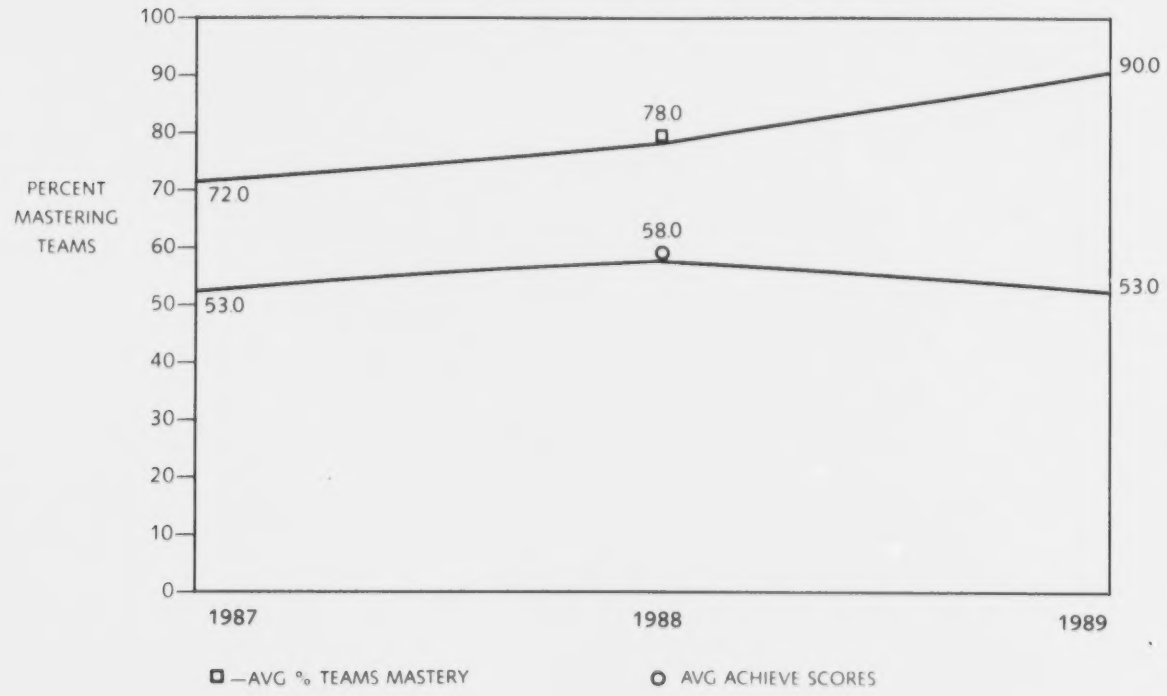
Reading scores on norm-referenced achievement tests for third grade students showed an average increase of two NCEs, from 39 in 1987 to 41 in 1989. It should be noted that a zero NCE gain is the expected gain in programs without special intervention programs such as bilingual education. These scores, again, should be interpreted with caution since a number of limitations exist with this type of comparison. Although all scores are converted to NCEs, the standard unit for measuring gain, the test batteries used differ from school to school. Scores produced by different tests are based on test specifications and objectives that differ from test to test. Items are selected for the batteries using item performance characteristics that differ from test to test, and standardization procedures and norms development also differ among test batteries. Scores are produced using different procedures for scoring (Item Response Theory; one, two, and three parameter), and scoring can take place in a variety of settings including the school itself, the publishing company, the Education Service Center, or any number of independent test scoring services. All of these considerations must be taken into account when attempting general comparisons of test data. Comparisons of gain between scores on TEAMS and norm-referenced achievement tests over a period of years should also be interpreted with caution given the purposes and the design of TEAMS (minimum skills) and norm-referenced achievement tests (general education including higher order thinking skills items).

Illustration III presents achievement test NCE scores in mathematics and TEAMS mathematics mastery percentages for third grade bilingual education students. Scores are presented for 1987, 1988, and 1989 for all campuses participating in the study. One campus was not included in the 1989 scores since they no longer enroll third grade students. This illustration shows a different pattern for achievement tests than for TEAMS scores. While the percentage of students mastering the third grade mathematics TEAMS test increased from 72 in 1987 to 90 in 1989, norm-referenced achievement test scores remained about the same over the three year period. This is due to major differences in the purpose of the tests, minimum skills on TEAMS and measurement of general educational achievement including higher order thinking skills items on norm-referenced achievement tests.

Campuses participating in this study reported a higher mastery percentage on the TEAMS mathematics test compared to limited English proficient students statewide and students enrolled in bilingual education programs statewide. Table 6 showed that the campuses included in this study reported higher mastery percentages for the Spanish version of TEAMS compared to mastery percentages for LEP students statewide and for students enrolled in bilingual education programs statewide. The data reported in Illustration III show that gains in mathematics basic skills as measured by TEAMS are being made by students in bilingual education programs with a strong primary language focus.

ILLUSTRATION III

SUMMARY ALL PROGRAMS—3RD GRADE MATH:
AVERAGE ACHIEVEMENT SCORE AND AVERAGE TEAMS MASTERY



In sum, considerable variation was found among the six bilingual education programs in terms of both norm-referenced achievement test scores and TEAMS results. Overall, however, the percentage of students mastering the TEAMS test in the six campuses participating in this study was slightly higher than the statewide mastery percentage for limited English proficient students. Even though achievement gains over the three year period were relatively static, the NCE scores reported are above average for students enrolled in bilingual education programs.

Instructional Approaches and Arrangements

Illustration IV shows the relative use of a variety of instructional approaches and arrangements reported by each of the six bilingual education programs in grades one through six. As reported by the campus, the data represent a duplicated count. That is, campuses commonly employ more than one type of approach. The terms instructional arrangements and approaches are generally used to describe program implementation. Arrangements typically are defined as the physical setting in which instruction occurs, and approaches typically represent the instructional methodology.

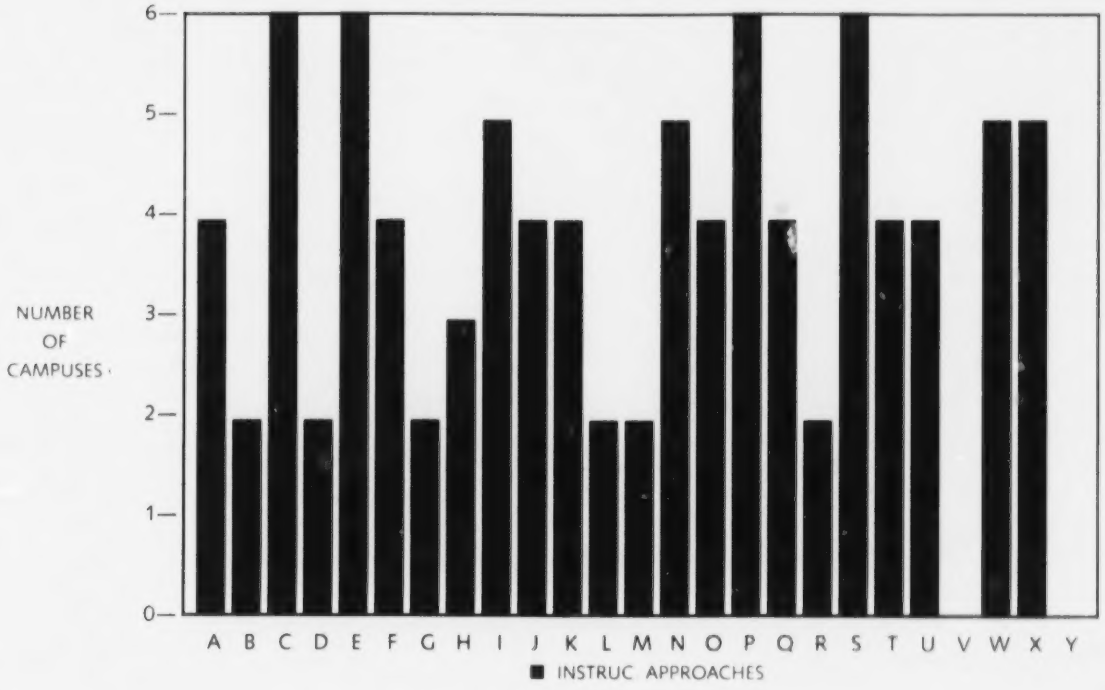
Because these terms are not always clearly separable, some arrangements may also be deemed approaches. Furthermore, certain instructional approaches may require unique instructional arrangements, while yet others may not. For example, computerized instruction requires a computer, but mastery learning can occur in a variety of instructional settings.

All campuses reported using bilingual (full-day) instruction, drill and practice, primary instruction for the language arts, and reduced instructor to students ratio in the bilingual education programs. Five of the six programs reported using test-taking skills, team teaching, primary language for clarification and grouping heterogeneously for language arts.

ILLUSTRATION IV

INSTRUCTIONAL APPROACHES—GRADES 1-6

IMPLEMENTED ON ALL CAMPUSES



A. Additional time on task
B. Aide in same class (full-day)
C. Bilingual (full-day)
D. Departmentalized
E. Drill and practice
F. ESL for content instruction
G. ESL for language arts instruction
H. Extended school year or summer school
I. Grouping heterogeneously for language arts
J. Grouping homogeneously for language arts
K. Lab setting with computers
L. Mastery learning
M. Peer or cross-age tutoring
N. Primary language for clarification
O. Primary language for content instruction
P. Primary language for language arts instruction
Q. Reduced instructor to student ratio
R. Resource arrangement (pull-out)
S. Self-contained
T. Self-paced instruction or individualized progress
U. Study skills
V. Team teaching
W. Test-taking skills
X. Tutorial instruction
Y. Other approaches and arrangements

PART II

QUALITATIVE DATA: BILINGUAL EDUCATION

CURRICULUM AND INSTRUCTION

For the purposes of this study, "Curriculum and Instruction" encompasses many different aspects of the program operations at the selected sites. Among the topics included in Curriculum and Instruction are the implementation of the six required components of bilingual education programs, the use of teacher aides, the implementation of the tutoring program at the school, approaches to teaching higher order thinking skills, developing and implementing enrichment activities outside of the school, and individualizing instruction. Each one of the topics in the Curriculum and Instruction section will be discussed separately with a focus on specific practices associated with the success of the program.

SIX COMPONENTS OF BILINGUAL EDUCATION

Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs (1986), published by the Texas Education Agency, serves as a practical interpretation of the rules governing the organization and operation of bilingual education and English as a second language programs in the state. The guidelines address issues of how much instructional time should be provided in the primary language and in English, and the relationship between instruction through the primary language and the required essential elements.

Six major components are required in bilingual education programs in Texas. These six components, listed below, include orientation of the student to the school environment, teaching of basic skills and subject areas in the primary language, teaching ESL, teaching subject areas using ESL methodology, and integration of cultural aspects into the curriculum.

Component #1: Basic concepts starting the student in the school environment shall be taught in the student's primary language.

Component #2: Basic skills of comprehending, speaking, reading, and writing shall be developed in the student's primary language. This component shall provide for a carefully structured and sequenced mastery of the essential elements in language arts in the primary language.

Component #3: Basic skills of comprehending, speaking, reading, and writing shall be developed in the English language, using English as a second language methods. This component shall provide for a carefully structured and sequenced mastery of the essential elements in language arts in the English language.

Component #4: Subject matter and concepts shall be taught in the student's primary language. This component shall provide for mastery of the essential elements for mathematics, science, and social studies.

Component #5: Subject matter and concepts shall be taught in the English language, using English as a second language methods. This component shall provide for mastery of the essential elements established for mathematics, science, and social studies.

Component #6: Attention shall be given to instilling in the student confidence, self-assurance, and positive identity with his or her cultural heritage. This component shall be an integral part of the total curriculum and not a separate subject. It shall address the history and cultural heritage of the student's primary language and the history and culture of the United States.

Bilingual education programs are designed to make use of students' primary language as the basis for instruction. The six required components of bilingual programs are designed to provide comprehensive guidance to school districts in implementing primary language instruction and English as a second language instruction. *Component #1* assures that the speakers of languages other than English are oriented to the school environment in their primary language. *Component #2* involves the use of the primary language in the development of basic skills of comprehending, speaking, reading, and writing; *Component #3,* the teaching of skills in comprehending, reading, writing, and speaking, using English as a second language methodology; *Component #4* includes the teaching in the primary language of subject areas such as mathematics, science, and social studies. During the course of instruction for limited English proficient students, the teaching of science, mathematics, and social studies is also conducted using English as a second language methodology *(Component #5).* This often occurs after the student has already exited from the bilingual education program and is still taking ESL. *Component #6* involves the effort on the part of the schools to develop activities to maintain a sense of identity with the students' cultural and linguistic heritage.

One of the salient features of the Phase III qualitative findings was that most participants have a thorough understanding of the theoretical framework on which the bilingual education program was designed. On all campuses, the use of the primary language is an integral part of the instructional program. Most participants are familiar with the six required components of bilingual education programs as described in *Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs.* On all campuses, the principals and bilingual education coordinators stated that as instructional leaders, it was their responsibility to see that the six components of bilingual education and the guidelines for language use be implemented and effectively delivered. Especially in the case of young children, the participants were advocates of the use of the primary language for instruction and were particularly avid practitioners of *Component #1,* the teaching of basic concepts using the primary language.

Bilingual Education Component #1

Component #1 involves one of the basic tenets of a sound education, whether all-English instruction or bilingual education—that of assuring that students gain a firm grasp of the concepts used for describing the school environment, that the teacher instructions are clearly understood, and that students begin their education with positive experiences.

> All the mandated components of the bilingual education program are taught in every classroom. The basic concepts of the bilingual program such as developing self-concept and using the primary language have been identified as being the most important, the ones that are going to be concentrated on in the bilingual program; those are the ones that are being taught in the classroom.
>
> *Participating Principal*

With the limited English proficient student, providing positive initial experiences in school often becomes more complex because of incompatibilities between the language of instruction (English) and the language of the student. Compounding the situation are cultural differences that can present difficulties for school personnel, and the students' unfamiliarity of the surroundings. Bilingual education was founded on the premise that learning transcends language and the skills required by the students for academic success are similar regardless of the language in which they are delivered. For these reasons, ideally, basic concepts and introduction to the school environment are presented in the students' primary language where possible.

Bilingual Education Components #2, #3, #4: Using the Student's Primary Language to Teach Subject Areas

Using the primary language of the student to teach reading and other subject areas in an elementary classroom poses interesting and complex challenges for bilingual educators. As with native speakers of English, students who speak languages other than English bring to the classroom a wide range of linguistic and cultural experiences that must be considered when developing an appropriate instructional program. The language of the home and the language in which the student is most capable of learning must be determined and measured in terms of language proficiency prior to implementation of the instructional program. Even the very basics of implementing a bilingual education program can become complex from the very first required step.

One of the first steps taken by the principal and others involved in the bilingual education program is the establishment of the Language Proficiency Assessment Committee (LPAC). According to the Texas Administrative Code Chapter 19 §77.355, members of the LPAC are charged with numerous tasks associated with the education of the limited English proficient student. Among the responsibilities of the LPAC are the review of student progress in all areas including academic progress, emotional and physical growth, and language development. The committee makes decisions on when to grant LEP students exemptions to taking the Texas Educational Assessment of Minimum Skills (TEAMS) and makes decisions regarding classification, placement, and reclassification of the limited English proficient student. In addition to reviewing the progress of students who are currently limited English proficient, the LPAC is also charged with the follow-up review of students who were formerly limited English proficient. The review of limited English proficient special education students and coordination with the Admission, Review, and Dismissal (ARD) Committees are also the responsibility of the LPAC.

Once the committee is established, the LPAC members can provide input into the design of the bilingual education instructional program on campus. These programs differ from campus to campus in a number of respects. Among the major differences in instruction is the extent to which primary language is used for instruction in the content areas and the duration of a student's participation in bilingual education. Clearly, the teaching of reading is the most visible area of instruction in a bilingual classroom and the campuses selected for this phase of the study varied in their approaches to teaching reading. Some school districts adhere closely to the philosophy that concentrated effort be placed on teaching reading skills in Spanish and continuing the instruction in Spanish well beyond the time that the students become fluent in English. This assures that the student has acquired sufficient skills to successfully transfer into English reading. Although bilingual education programs are not designed to "maintain" the Spanish skills of students, this approach has the advantage of providing the student with increased proficiency in the primary language and increases the likelihood that maintenance of the primary language will remain into adulthood.

An alternative approach moves the student quickly into English reading. The stage at which the move takes place is determined by oral proficiency tests, test scores on standardized tests, decisions of the LPAC, and teacher judgments. Educators who take this approach to teaching English reading feel that the sooner the student is moved into the English instructional program, the better. From strictly an administrative perspective, quick transition provides a less complex curriculum and fewer teachers trained in bilingual education are needed for the campus. This approach runs the risk, however, of introducing advanced cognitive skills in English before the student has the English proficiency to acquire these skills successfully. One alternative to preventing this occurence is continued primary language instruction in subject areas with continued ESL instruction.

The selected schools varied in their approaches to the question of when reading in English should begin. One similarity among the participating schools, however, was that the presentation of reading skills to the Spanish speaker was carried out in a carefully planned sequential process. The process of planning the sequence of instruction in reading and the transition to English reading was consistent regardless of the actual differences in methodology and sequence among schools studied. The following excerpts represent a range of opinions and descriptions of instructional approaches for successfully teaching Spanish reading and making a transition to English reading. In a number of cases, references are also made to the primary language teaching of subject areas such as mathematics and social studies. In the case of one school's responses to the questions, a number of follow-up questions were asked of the interviewees. These are included in the following excerpts where it is appropriate for the point being made.

> We start our reading program in kindergarten, and our kindergarten is a full day program. We are using the *Campanitas de Oro*, put out by Macmillan. We want to have the students go through the first of the first grade reading basals and complete those before we begin the Macmillan English reading transition program. They have come up with a wonderful transition program. There's two books; one is called *Going Places*. That is mostly an oral language program. Getting them ready to go into the actual decoding and reading readiness and reading in *Stepping Stones*. We find that if they score well at the end of book tests on the first grade book that they have to complete, there's about six first grade books in Spanish that they have to finish before they start the transition. They also have to score five on the *Bilingual Syntax Measure*. That is the highest score that they can get. They can get a six, but a five will tell us if they're proficient at their grade level in English. Once those two things occur, then we begin the transition into the English program. They stay in the English transition through the middle of third grade. They should complete it by the second semester of third grade. At that point, they go into the regular Scribner English reading basal.

Q: "How do they do once they get in there?"

They do well if they complete the *Stepping Stones* well. They have the skills and can transition right into the grade level Scribner.

Q: "All this time, are they learning their content in Spanish?"

Yes, up through the second semester of second grade, we provide everything in Spanish except for the forty-five minutes of intensive ESL.

Q: "Why second semester of second grade?"

Because up to that time, they're not ready to begin the transition. At second semester of second grade, we also begin to give them the content areas of math and science in English. Then as soon as they're ready, we also begin the social studies and we alternate Spanish and English in the content areas.

Bilingual Education Coordinator

Q: "Do you initiate instruction in English or Spanish?"

This is a bilingual classroom and most of these are LEP 1s and LEP 2s. LEP1 is a limited English proficient child who is at the pre-production stage. Maybe he knows a few words in English, like car, table, door. And many do not even know that. They're at the stage where their English is very low. Because of that, they're placed in my room. All the instruction will be in Spanish. Instruction in the language arts is in Spanish, and the content areas are in Spanish, science and social studies.

Bilingual Education Teacher, Grade One

Incorporating the essential elements into the curriculum, whether in English or in the primary language, serves as a basis for instruction. Teachers and other participants in the interviews recognized the need to go beyond the basic skills to build critical thinking skills and other advanced cognitive skills to provide the students with more than just a minimum skills education.

A participating teacher described the sequences in which the essential elements are incorporated into the program as a basis for instruction, but not as the "ultimate goal" in instruction.

Essential elements are addressed by the program but are not used as the ultimate goal in instruction. Instruction in all subjects focuses on the development of literary cognition and critical thinking skills. The more demanding higher level thinking skills are initially addressed in classes taught in Spanish.

Bilingual Education Teacher, Grade Two

The bilingual education program at another campus used the writing process, in English and in Spanish, to help the students develop critical thinking skills. Journal writing and creative writing are activities favored on the campus for teaching the limited English proficient student.

At times the successful implementation of the program and particularly the effective use of the native language to teach concepts was difficult and filled with administrative and community roadblocks and obstacles. Most participants were optimistic, however, about the eventual benefits to the students with limited English proficiency. At times, however, teachers are faced with providing primarily English instruction for all but one or two students, creating a formidable challenge in instructional design and curriculum leadership for bilingual educators. As in the case of one teacher, the challenge becomes an exercise in frustration and calls for the utmost in patience and dedication.

> We work very well together as far as materials, equipment, and ideas. The only problem is that I get the monolingual Spanish students every year—it would be easy to burn out. One of the problems I have to work with in the bilingual program is that I have forty-five minutes of language in the student's primary language. Well, think what that does to me. I have two Spanish speaking students so I have to devote forty-five minutes to them? What happens to the rest of the class? It just doesn't work and I don't have an instructional aide.
>
> *Bilingual Education Teacher, Grade Five*

In situations where the makeup of the class is primarily Spanish speaking, the curriculum design is less complex in terms of the arrangements used and the mix of English and Spanish usage, yet as in classrooms with instruction in English, the various levels of ability, achievement, and progress on the part of the students still require careful planning. They also require adherence to the essential elements and guidelines for language use provided by the state, the curriculum goals provided by the school district, and the teachers' personal instructional goals for the school year.

> At the beginning of the year, my children were being taught everything in Spanish. We read instructions orally in little groups, we answer the questions orally first, and all this helps the kids a lot. Some of them come straight from Mexico and they have very little English background, just the TV or something like that, but that's it. Even when they make the transition, we still have Spanish reading. We do the workbook and we keep up the reading in both languages.
>
> *Bilingual Education Teacher, Grade One*

The transition to English reading from Spanish reading is an issue that bilingual educators are faced with in the case of every bilingual education student learning English. If a student has acquired strong reading skills in the primary language, theoretically, the transition to English reading should be less difficult than if the student's reading skills are weak in the primary language. In the selected bilingual education programs, a range of opinions was expressed about when the best time for transfer to English reading should take place. According to opinions stated in the interviews, the ideal situation is one in which the teacher has a totally individualized instructional environment and can devote full attention to the needs of every child approaching the transition stage. This situation is not usually the case, however, and the methods used for transition differ from school to school. All participants agreed, however, that a transition to English reading that takes place too soon presents more difficulties and frustration to most students than the difficulties associated with keeping them in Spanish reading for an additional period of time.

> Once a student knows how to read in the native language, it'll be easier to transfer into learning how to read and write in English. And normally, it takes about three years to make that transition into an all-English curriculum. And normally, by third grade, even after they transfer to an all-English curriculum and they exit the program, a lot of times some teachers do not try to maintain the student's Spanish. Instead of capitalizing on the student already being fluent in Spanish, able to read and write it, they concentrate so much on English that their Spanish, what they've learned, stays behind and sometimes it suffers.
>
> *Participating Principal*

A feature of the instructional materials used in one bilingual education classroom was the similarity in content between the basal readers in Spanish and the basal readers in English. The objectives, skills addressed, and appearance of the stories and characters were consistent throughout the series. This provides the bilingual education teachers with an assurance that the students do not move into a totally unfamiliar group of reading books once they make the transition from Spanish to English instruction.

The Spanish program, the bilingual program, is correlated with the English program. Central Office and the bilingual education coordinator have done this specifically. Many of the skills that are learned will be transferred easily. Last year, we had the Santillana series. This series was in Spanish and the Santillana series was in English. And now, we kind of go away from the Santillana series because we found the *Campanitas de Oro* series. And this series starts out in Spanish and then goes directly into the English. The books are interrelated. They were done very well. We saw different books. I was responsible for selecting some of the books, the reading books. They were very well coordinated between the Spanish and the English.

Bilingual Education Teacher, Grade One

We do have transition criteria. What we currently use are the following: in order for a student to be moved to English reading, that's assuming he has been in Spanish reading; the child who has been in Spanish reading cannot move into an English basal or English reading until he meets certain criteria. And they are: first, he has to have a certain level of oral English proficiency. We retest them on the LAS *(Language Assessment Scales)* periodically at the end of the year. And if he has a four or five, that means that he's orally proficient. Once he's orally proficient, that means that he has the capability of taking on the written word. Aside from that, he must score a certain percentile on the SABE test *(Spanish Assessment of Basic Education)*, the standardized achievement test that we give to our kids in our bilingual programs. If they score above the 61 percentile, I believe it's 61, which is the top of the sixth stanine on the SABE, then we also feel that they're ready cognitively to take on something else. So the 61st percentile on SABE, 4 and 5 on the LAS. They also have to be reading on level in Spanish, some of our Spanish reading basals. We use Scott Foresman. So they have to be on level in Spanish reading, LAS proficiency, the oral proficiency, and 61st percentile on the SABE.

Q: "Was the 61st percentile a district decision?"

Yes. The reason we did that is we figured, just like the 40th percentile for exit, it's an arbitrary number, and we picked it. But we picked 61 because it was the top of the sixth stanine and we figured that was about as close to being in the top group. We wanted to try that out. This is the second year that we use it and we have been pretty pleased with it. They figure that if a child has achieved that level, they feel pretty confident of his ability to take on the English language.

I need to add here for the record and because district policy includes it as well: because we have this transition criteria, it's not to mean that they cannot see the printed word until then. Our ESL curriculum includes the printed word all along, but it's until this time that we feel that they're not ready to tackle it.

Bilingual Education Coordinator

As the excerpts illustrate, the campuses vary in terms of the approaches used for teaching the subject areas in the primary language. This applies also to the process of transition from Spanish reading to English reading. Despite the differences in the approaches, however, the similarities among the campuses include having a carefully designed plan for providing primary language instruction and for facilitating the transition from the primary language to English. This supports the Carter hypothesis described early in the report that effective bilingual education programs will most likely be found in effective schools, and the planning and results of staff development demonstrated in the interviews are indicative of an effective learning environment.

Bilingual Education Component #5

Component #5, the teaching of subject areas using ESL methodology, is described by a participating principal and teacher. In the first excerpt, a participating principal describes the period of transition between Spanish and English instruction.

> All content area subjects are taught in Spanish to pre-transfer students in grades 1-5. In pre-transfer combination classes, Spanish is used to introduce new concepts and for clarification purposes. However, the majority of instruction is conducted in English in such combination classes.
>
> *Participating Principal*

A participating teacher described specific methods for teaching ESL using Total Physical Response. In this particular school, Total Physical Response is used in combination with Cooperative Learning approaches now being implemented districtwide.

> During the day, of course, we have our ESL period, forty-five minutes now. We use TPR (Total Physical Response) and the natural approach. TPR starts out by saying, "Does everybody see the table?" And they nod yes. And I accept that as an answer, which is the natural approach. It's very basic and it's physical responses. Many children don't have the communication skills yet, so they might just point to the table. That's what I mean by physical response. They point to it, they touch it, like that.
>
> When I went to Cooperative Learning groups, I had children in those groups that knew more English. When they interacted with children from the other group, it was like magic because they were learning from the other kids. It worked magically. Years before, I had kids that can't answer. They won't answer, so they'll give me a physical response. It would be a gesture, an intonation, which is a natural thing to know because they can communicate. TPR starts increasing, and they start learning a lot of vocabulary. I start showing them a lot of picture cards. We have another kit which is called *Experiences in English* which is great because it works exactly at their levels. They start with Level 1 where I just show them their visuals. Then we go to the vocabulary. And then we go to short sentences. "This is a truck." Then we make the sentences a little more detailed. "This is a dump truck." Now they're identifying the detail in the truck. That's how it works. We have forty-five minutes during the day, every day. That's how it works in our school district.
>
> *Bilingual Education Teacher, Grade One*

A variety of grouping patterns and materials are used for the ESL component in the participating schools. All schools use at least forty-five minutes per day for intensive ESL, with an emphasis on oral language at the lower grades. Arrangements for providing the ESL instruction include grouping specifically for ESL in the regular classroom ("regular classroom" in some cases is also the bilingual education classroom), separating students physically by sending them to another room for ESL instruction, and using a laboratory setting such as the computer room or a listening center for the majority of the ESL instruction.

Teacher aides can also play an important part in the ESL instruction. They can proceed with drills or exercises to follow up on the teacher's instruction, they are able to work with small groups of students or individual students on specific needs, and they can provide much of the preparation for the materials used in ESL instruction. Schools that are fortunate enough to have teacher aides participating in the bilingual education program frequently make use of them in the ESL component of the program.

BILINGUAL EDUCATION COMPONENT #6:
INSTILLING IN THE STUDENT CONFIDENCE, SELF-ASSURANCE, AND POSITIVE IDENTITY WITH HIS OR HER CULTURAL HERITAGE.

According to the requirements of bilingual education programs in Texas, in conjunction with the academic instruction received in the bilingual education program and the language training in English, careful attention should be given to instilling in the student confidence, self-assurance, and positive identity with his or her cultural heritage. "Bilingual Education Component #6" addresses this area of the limited English proficient students' education and provides an emphasis on the history and cultural heritage of the students. Participants in the interviews were particularly enthusiastic about this component of the bilingual education program as illustrated in the following excerpts.

> In this school, I have a group of teachers that are very energetic, very outgoing. And every year of the past three years now, in March, we celebrate Women in History Month. Our goals have been to bring in Hispanic women, good role models, that will speak to the students in small groups, especially for the upper grades, the ones that are getting ready to make decisions about what they want to do when they grow up.
>
> *Participating Principal*

Since many of the teachers in bilingual education programs come from backgrounds similar to the students' backgrounds, they serve as role models for the students, at times very intentionally.

> I tell them my story. I remember when I was growing up, I used to think, "If my teacher doesn't speak Spanish, I can't get close to her as much as I could if she was to speak my language." Especially the little ones. I use a lot of my experiences when I was growing up. I have many activities like the Diez y Seis de Septiembre parade. I tell them what it is and I involve a lot of the parents too. A lot of the parents think that, "Oh, we're here and we need to learn English, and I want my child in this and that." We talk about our ancestors. We want the kids to know where they're coming from and who we are and who our ancestors are, and that no matter who or what you are you are you and you should be proud of being you.
>
> *Bilingual Education Teacher, Grade One*

The use of other role models from the community form a very important part of the school program. Every school participating in the study has a program in which "successful" members of the community make presentations on their work, stressing the importance of hard work and the setting of personal goals.

> Many good things are done to instill a positive self-concept. Primarily, the business community is involved. Role models including homemakers are involved in the cultural aspects of the schools. Acceptance of the language is of primary importance in instilling self-concept. Field trips, Nacho Estrada, and other activities were also used.
>
> *Participating Principal*

An often overlooked aspect of the school program is the library and the role of the librarian in developing a successful bilingual education program. According to interviewees in one school, the librarian plays a major role in the integration of cultural units into the curriculum. Books, records, and audiovisual materials are selected that represent a variety of cultures and the librarian takes part in the instructional program of the school helping students take full advantage of library resources.

> The librarian makes a point to order and provide materials that address Hispanic cultural aspects and also the Black children the same way. She will order posters, media, filmstrips. It's done for the bilingual and the Black students. It's not just for the Hispanic or the Mexican Americans. We want to accentuate the culture but not only of Mexican Americans.
>
> *Participating Principal*

As shown in the following excerpt, the emphasis on cultural activities encompasses a variety of backgrounds and dialects. Many of the students coming to the participating schools are from El Salvador, Nicaragua, Guatemala, and other countries in Central America. In areas where bilingual education students are primarily Mexican American, the issues of migration from Central America have become a central part of the discussion in the classroom. This becomes a function of educating the students about the variety of Spanish speaking students coming into the schools as well as educating the newcomers to the country about the customs and language of the United States. The following excerpt illustrates one teacher's efforts to orient students who are more familiar with life in the United States with issues surrounding the arrival of many students who are not. Also underlying the points made in the excerpts is the effort being made by the teachers to educate themselves to the culture and heritage of new arrivals to the United States.

> For Cinco de Mayo, we do a big thing on that. I talk about different countries and I talk about every country that's represented in my classroom. We talk about the countries' similarities, differences, and then we talk about our city. We talk about the people here, the United States; what are the similarities between them and I think that brings in a lot of pride. I have them bring things in about their families from their countries. Then we just talk about it. We also talk about why they came. And why they had to leave their country. And they talk about it. A lot of them don't realize, especially the Mexican Americans, what's going on in El Salvador, and why those people are coming here. It's just like a big discussion. We talk about it, I show them pictures, and they feel proud of it.
>
> *Bilingual Education Teacher, Grade One*

The cultural component of bilingual education, Bilingual Education Component #6, is addressed vigorously in the participating schools. As the excerpts illustrate, the teachers and principals incorporate cultural units into the curriculum, hold special activities that represent holidays, foods, and customs of a variety of countries and cultures, and make use of library facilities to the fullest extent possible. The librarian is often included as a resource for teaching and for providing the necessary materials for a well-rounded cultural component of the schools.

Teaching Higher Order Thinking Skills

A variety of strategies are used in participating bilingual education programs to develop and enhance higher order thinking skills. When used in the schools, the term "higher order thinking skills" generally refers to an expansion of the basic skills beyond the level typically addressed in initial instruction and in the essential elements. These skills are also referred to as "critical thinking skills." The terms "higher order thinking skills" and "critical thinking skills" are used interchangeably throughout this section.

Within mathematics instruction, teachers initially focus on the "basic" skills of learning how to add, subtract, multiply, and divide numbers. As the students move into mathematics problems requiring higher order thinking skills, the level of thought required to answer these types of questions changes from basic skills to critical thinking skills such as problem solving and application. The standardized achievement tests used in the schools contain items that tap the student's knowledge of the basic computation skills in addition to critical thinking skills. In most achievement batteries, sections of mathematics tests that focus on critical thinking involve word or application problems. Because test items requiring higher order thinking skills are included in most formal achievement test batteries, and because these skills are a necessary form of problem solving, schools have begun a concerted effort to present activities that enable the students to acquire them throughout all the subject areas.

In reading, as it is taught in the schools visited, the basic skills are introduced and perceived merely as tools for further learning. Beyond the basic level of reading, however, the instruction turns to a different level of thinking—one that requires consideration, questioning of why various events occurred, and consideration and evaluation of events that will occur based on the reading passage. In the reading comprehension area, the student begins to focus on answering questions requiring a knowledge base, inference, evaluation, and synthesis of information. Divergent thinking plays an important part in the student's efforts to solve problems and answer questions requiring critical thinking.

When referred to in the schools, higher order thinking skills brings to mind the work of Benjamin Bloom (1956) and what has become known as "Bloom's Taxonomy." In several schools, the staff development received by the teachers and administrators was based on the work of Bloom. In all schools, the teaching of higher order thinking skills had been addressed in staff development sessions across the district. In the staff development sessions in one participating school, the focus of the session was on how to build the skills within the reading classes.

> We have, in our reading program, activities designed and provided to the teacher to help the teacher understand what kind of activities the teacher should address in order to go beyond the knowledge level. The activities are identified as comprehension, synthesis, evaluative, or whether it is knowledge or recall.
>
> *Bilingual Education Coordinator*

Staff development sessions in one school related to higher order thinking skills focus directly on Bloom's Taxonomy and how the skills of evaluation, synthesis, and comprehension can be built into the teaching of regular subject matter in a manner that is appropriate for students at each grade level. In another school, the teaching of higher order thinking skills is addressed using Cooperative Learning or Whole Language approaches.

> In my class, which is a first grade bilingual class and a Chapter 1 class, we used a variety of instructional approaches. The first instructional approach we use is Cooperative Learning. This is a strategy that has been implemented since last year. Through the efforts of (school administrators), they have implemented this strategy. It's a very good strategy because it increases their problem solving skills and their critical thinking skills.
>
> *Bilingual Education Teacher, Grade One*

In the area of mathematics, one of the participating principals described the activities used for developing the higher order thinking skills of students on that campus.

> We have a math contest. Every week they go into the cafeteria and they do a contest where each classroom competes against the others. We also have the math superstars but it's done after school on a voluntary basis . . one teacher at each grade level. On a voluntary basis, each student can participate in the math superstars—these are high level reasoning problems they are given. Given no instruction, they have to figure them out and strategies are suggested to them, like to work backwards. The student has to figure it out. They get the problems on Monday and turn them back in on Friday. When they come back in the next Monday, the teacher takes a little time to go over the answer, how they could have worked it, and alternative methods. It's an exploration of different types of inductive or intuitive reasoning skills in math.
>
> *Participating Principal*

In all areas of the curriculum the same principal describes efforts used to integrate the teaching of higher order thinking skills into as many of the subject areas as possible.

> Generally, that's one of the goals that is in our campus plan—to specifically address the higher order thinking skills, the critical reading skills. We encourage a lot of composition and writing. We use special developmental writing techniques. That starts in kindergarten. It's teaching children to structure sentences and it involves a synthesis level. In reading, in the textbooks, this is addressed as appropriate to the lesson.
>
> *Participating Principal*

A variety of other methods of incorporating the development of higher order thinking skills were discussed during the site visits. These other methods include the use of the computer, brainstorming sessions for problem solving, journal writing, and creative writing.

> We do daily creative writing. That was a concept introduced a couple of years ago. The consultant wanted every student to do creative writing daily. He didn't specify a time limit of five or fifteen minutes, but emphasized daily writing by every student. And I think that's one of the best things he could have said. Our kids came up in writing scores on TEAMS that next year. There was more than a fifty percent increase in writing scores. And I feel that it was due to this creative writing.
>
> *Participating Principal*

In every participating school, higher order thinking skills are incorporated primarily into mathematics, reading, and science. Most of the training received by the teachers is from staff development sessions provided by the school district. In the case of one school district, the concept of teaching higher order thinking skills was made a part of the staff development on Cooperative Learning. In other cases, independent consultants provided the training specifically on methods for teaching higher order thinking skills. All the participants in the study cited Benjamin Bloom and Bloom's Taxonomy as the basis for their structuring their lessons to build the skills known as higher order or critical thinking skills.

The Use of Teacher Aides

All the participating campuses employ teacher aides, or instructional assistants as they are also called, in the bilingual education program. The emphasis for the use of aides on two campuses is at the prekindergarten and kindergarten levels, with all the aides being used in those classrooms. On some campuses, the aides are assigned to different teachers on a daily basis, according to need. On other campuses, the aides are assigned to one classroom for the entire year.

With the exception of one bilingual education teacher, all participating teachers have access to the services of a teacher aide. They are used for a variety of activities in the classroom, and most teachers preferred that the activities be more than duplication of worksheets and materials with more emphasis on actual instruction of children, often in the primary language. Although this is not always possible, it is the intent of the school to focus on instruction.

> We have full-time teacher aides in every one of our bilingual classrooms. They're full-time and we have one full-time paraprofessional in fifth grade that's assigned to a state compensatory type of a classroom. But all the others are assigned to a bilingual type of a classroom. They're very knowledgeable of the curriculum, of the lesson plans. They sit together and plan for the week before. Just like the teachers, they start planning on Wednesday for the following week. They do sit together and plan. They assist the teacher in a multitude of activities, whether it's a small group or for reteach. They never introduce the concept, but they help in the drill or the reteach. They help listening to

students read or just listening to students. For some students, it's very important that they have someone they can talk to. They get very attached to these teacher aides because they're there all day, they get to know them and spend a lot of time with them. They do assist out in the playground if it's necessary. They go on field trips with their teachers. They conduct drill and reinforcement activity that's happening in the room.

Participating Principal

In most of the interviews, participants described the "reinforcement" function served by the teacher aide in the bilingual education classroom. Teachers teach a concept in a subject area, provide group instruction, then refer students to the teacher aide for more independent and small group work. This was particularly useful when the teacher is in a classroom of students with different levels of English proficiency and must divide teaching efforts among those who can benefit from instruction in English and those who are still basically monolingual Spanish speakers.

My aide helps me with oral language constantly. With everything. She takes a group and I take a group and every group does individual work at the centers. She reinforces whatever I have taught, whether that week or the week before that. She also was working with the tutoring. Of course she's bilingual and she works with little groups, small groups. I have two children that have problems with retention. And she has really helped work on a one to one basis. Sometimes I don't have time. She'll help when we have bad weather and the children stay in. She'll help them, meet with them, play a little game, do one of the centers with them or something. But she'll help them and she'll help me out a lot.

Bilingual Education Teacher, Grade Two

It is not uncommon for a teacher aide to become actively involved in aspects of the school outside the classroom. For example, in one of the participating schools, the teacher aide was used for clerical assistance as needed. Her work day included work with parents who visited the school and serving as interpreter when needed.

I have a teacher aide and she is used but I can only assign her to cover the primary grades. She does spend some time (one hour and fifteen minutes) for clerical because we are constantly testing. We have constant enrolling and withdrawing of students and many of them are bilingual. So she has to keep current with the testing and the LPAC committees and compiling the data that the LPAC committee needs to make decisions. She moves from class to class throughout the day. She provides reinforcement for students who are less proficient in English—even for the bilingual students. The ones who have the least English, she will help them with independent work so that they have someone available to them who can explain in their native language. We get cut from two to one bilingual aide this year.

Participating Principal

In the participating schools, teacher aides participate in staff development activities along with other faculty members of the school. In two of the participating schools, the aides are encouraged to enroll in college courses leading to certification as bilingual education teachers. In two participating school districts, the school administration provides some direct financial support and makes a continuous effort to find other means of supporting the teacher aides with their education. Teacher aides, without exception, are viewed positively in each of the participating schools. They are used in a variety of ways, and although the emphasis on each campus is on instruction, particularly primary language instruction, it is inevitable that they are involved in clerical aspects of school administration, supervision of playground and cafeteria activities, and liaison with parents. Teachers who have had teacher aides and no longer have them miss them. Those that have them currently truly appreciate them.

> It's hard because I've had up to thirty-eight children in the classroom by myself. I didn't have an aide, and as much as you want to give individual attention, it's very hard. You can't. And with an aide, she helps with correcting the children right then and there if they're making a mistake. Whatever needs to be reinforced . . she helps with the oral language, with a lot of chants, a lot of songs, a lot of poems. She helps me with all that.
>
> *Bilingual Education Teacher, Grade Two*

TUTORING

Tutoring takes place on all participating campuses in a variety of forms. All schools had state mandated tutoring taking place after school for students who are performing poorly. Some of the participating schools use peer tutoring within the school, making use of older students from within the school who are doing quite well in school academically. Other schools have mentors, primarily students who are from other schools, to work with young students on subject areas or in learning English. Some of the schools make use of parents who are interested and capable of reinforcing the instruction that had already taken place in the classroom.

Tutoring is also conducted by teachers of the students being tutored, although teachers felt more comfortable calling this individualized instruction. Other participants in the tutoring sessions include teacher aides, parents, high school and college student volunteers, and business community members. Within the school, mandated tutoring is always conducted with a certified teacher, sometimes accompanied by a teacher aide. In one school, two classroom teachers had arrangements with other teachers and developed a program in which older students worked with the younger students.

> There are a couple of classroom teachers that have working arrangements with other teachers. They develop a program where they're using upper grade students to come and read to the smaller children in the lower grades. There's a couple of instances where the teachers have working arrangements where the students in the upper grades go down to work with the lower grades for an hour or so.
>
> *Participating Principal*

Although in some schools studied tutoring takes place during the day, predominantly, it was set up as an after school session. Teachers make recommendations of students who can benefit from tutoring and sessions are held two or three times during the week, after school, for about forty-five minutes. In one participating school, up to fifty students were tutored during the afternoon sessions.

A question arose during the interviews as to whether the high school students who were conducting the tutoring in lower grades were "at risk" themselves. This part of the interview led into a discussion of training of student volunteer tutors and the criteria by which high school students are chosen to work with younger elementary school students. In this particular school, special training was provided for the students, and volunteer students must meet certain grade point averages to be eligible to tutor.

Another issue that arose during the discussion of the tutoring program within one school is the issue of transportation for students who need tutoring. In a school where a great number of students ride the bus to school and depend on the bus to take them home, the after school tutoring sessions impose a hardship on the students and their parents who must arrange alternative transportation. As one principal explained, it presents a difficult situation for teachers and administrators as well as for the students.

> It's (the tutoring program) effective for our "town" students. But what about our bused students? We do not have buses per se for tutorial students who are bused. So we were missing out on a lot of our tutorial students that needed the extra help because of the busing. Therefore, we do have in-school tutorial help that's done during lunch and/or our conference periods, the teacher's choice. They volunteer for the in-school tutorial to reach our bused students. That's just for bused students performing 72 or below. We upped it two points. We were going to say 70 and below to qualify for tutorial. Well, there's some very fine gray line there, so we said, "Let's just say 72." If they're failing any other subjects and/or failing any parts of TEAMS, if they're grades 1, 3, or 5, and/or, of course, below the 39th percentile.
>
> *Participating Principal*

In situations such as the one described, the tutorials are actually optional for the students. A number of different efforts are made to involve the students in the tutorials, from holding private conferences with the student, sending notes home to parents encouraging them to discuss the tutorial option with their children, and having parents come in to visit the school and discuss the need for tutoring with the teacher. The optional nature of the tutorials, particularly those for students who are bused, has its disadvantages in the smaller number of students who participate voluntarily. On the other hand, the students who do participate do so with greater enthusiasm and gain more from the experience.

The type of tutoring activities that take place range from drill and practice in ESL instruction to silent reading and writing exercises. One of the topics for tutoring sessions that came up in the interviews is much-needed work on main idea, one of the objectives in most reading programs and one of the reading objectives on the Texas Educational Assessment of Minimum Skills (TEAMS). This is a subject that in one school can be reinforced using the computer since software is available to provide extra practice to students in this skill area.

In response to a question regarding the effectiveness of the tutoring program, all participants but one were positive. Most felt that without the tutorials, the students would have even more difficulty mastering the skills needed for promotion. Some could see results directly in the classes within the same week that the tutoring takes place. One principal felt that the results could be seen so quickly due to the close communication between the regular teacher of the student being tutored and the tutor. Most referrals from the teacher were accompanied by conferences in which very specific skills and curriculum objectives were discussed and planned.

The one interviewee who did not feel that the tutoring sessions genuinely helped the student felt that it was due primarily to the fact that bilingual teachers are not required to tutor the limited English proficient student. In many cases, within the interviewee's school district, monolingual teachers who are not part of the bilingual education program are "tutoring" the students with limited English speaking abilities.

> I really cannot answer what effect the tutorials are having on any kid in any school within the district. I know there are guidelines and I know it's being implemented, but just the fact that bilingual teachers are not required to be teaching the tutorials is not a local requirement. You can have a regular teacher tutoring the LEP kid. This is the part that, maybe not on this campus but district-wide, would be the part that I object to most. And I would say, "No, it's not working in cases where the teacher is not meeting the needs of the kids." They're having tutorials, but are they really meeting their needs? Probably not.
>
> *Bilingual Education Coordinator*

Although the response was mostly positive regarding the effectiveness of the tutoring program in the school, a few other concerns were voiced by participants in the study. One teacher expressed the concern that the teachers who participate in the tutoring sessions are already overloaded with work during the day. The number of students in the tutoring sessions sometimes becomes too great to handle effectively. Another concern was that even though the sessions were received positively by the student and the faculty definitely saw the need for it, the tutoring sessions were simply too short to have a significant impact on the academic achievement of the students involved.

In addition to facing challenges that are common to all schools with limited English proficient students, such as teaching English and supplementing the regular work with tutorials, the situation becomes even more complex when schools also have large numbers of migrant students. Many students begin to leave school in late March or early April for schools in other parts of the country. For the teacher truly concerned with a student's attainment of the curricular objectives, tutorials take on a sense of urgency, with everyone concerned about the limited exposure to the instruction required to complete the school work. Even though tracking systems for migrant students have improved the record keeping and information regarding objectives attained by the students, the changes in schedules and the disruption in the schools to check students in and out at irregular times of the year creates difficulties for everyone concerned, including the students.

Additional Enrichment Activities

In addition to the regular classroom activities conducted in the participating schools, interviewees were asked to describe other activities they use for providing cultural, recreational, and academic enrichment to students in the bilingual education program. Invariably, the response was that enrichment activities are provided to **all** students on the campus regardless of the degree of English language proficiency. In many cases, the enrichment activities serve a dual or triple purpose in that they provide students with exposure to a variety of occupations, opening up new avenues of consideration for careers. Museums top every participating school's list of enrichment activities, with many of the local attractions of the specific geographical area being used as sites for field trips.

1989 appears to have been the year of the dinosaur, with at least four of the six participating schools making reference to visiting dinosaur exhibits. Drug awareness was also a topic addressed throughout the participating schools with some schools sponsoring Saturday events that stressed the importance of being drug free. One school provided red ribbons for each of the participants in the "Just Say No" campaign in the school and in the community.

> And of course, we have the regular safety program with the Traffic Commissioner, the police department, the fire department. We have had a lot of emphasis on drug awareness in our Say No To Drugs Program. We had a heavy districtwide participation on Say No To Drugs. Everybody, all the major businesses in the city provided ribbons for every school and for every student so that everybody was wearing a red ribbon.
>
> *Participating Principal*

Another school brought in a guest speaker from the Immigration and Naturalization Service to speak about drug awareness. This same school was very active in presenting other topics of special concern to students, school staff, and the community.

> As far as speakers are concerned. We've had the Border Patrol come to talk to us about drugs. We've had a drug awareness program by the nurse called the WHO program. We've also had a Stranger Awareness Program. We've had Child Abuse Awareness. These are projects that have already been presented to the children. We've done fire safety programs, police safety programs. We've done walking home programs. And all these have been done by professionals from outside the school who know Spanish. They have come in and done everything in Spanish. We can call an officer from the city police department. When we call him, he's here. He doesn't hesitate. He really reaches out to the community.
>
> *Bilingual Education Teacher, Grade One*

Guest speakers are a common form of enrichment activity in every participating school. One program brought in speakers who have become very successful in the business community. Other schools brought in celebrities from radio, television, or film. A well-known reporter from one of the television stations performs an annual service by coming in to the school and working with students on their writing skills. A number of bankers formed a volunteer group to read to young students in another elementary school. In one school, a parent was an important part of the preparation process for taking TEAMS.

> I bring in speakers depending on what we are discussing. Parents. I tend to tap parents a lot to come and talk to us. I had one of my fathers come in and give us a pep talk before the TEAMS. "I work very hard. You work hard and study so you don't have to be out in the sun, hurting your hands." He explained that we've got minds and the opportunities.
>
> *Bilingual Education Teacher, Grade Five*

The enrichment activities conducted in participating schools provide students with a look at the world outside of the specific neighborhood and in some cases outside their particular community. Many of the activities cited are activities related to cultural enrichment, with students participating in museum visits, trips to such locations as airports, fire stations, police stations, and business locations. Guest speakers serve as motivational speakers in most cases, although in at least two schools, the guest speakers perform an academic service as well. Examples of this are the celebrity television news reporter that writes books with the students and the business men and women who read to the young elementary school students.

Many of the activities described by participants in the interviews are activities that conform to the requirements of Bilingual Education Component #6: "Attention shall be given to instilling in the student confidence, self-assurance, and a positive identity with his or her cultural heritage. This component shall be an integral part of the total curriculum and not a separate subject. It shall address the history and cultural heritage of the student's primary language and the history and culture of the United States." "Folklórico" activities, discussions of holidays in Mexico and other countries, bringing in role models who are of Mexican or other Hispanic group descent, and providing an accepting atmosphere for the languages and cultures represented in the classrooms and the school also reinforce the students' positive identity with the cultures of the United States.

In addition to meeting guidelines for language use as stated in *Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs*, the enrichment activities described in this section meet certain essential elements dealing with cultural activities and cultural awareness. Principals in particular are very aware of the need to "cross-reference" cultural activities with essential elements and other curricular requirements.

Staff Development Activities

Bilingual education teachers and administrators in the participating schools take part in inservice opportunities designed specifically for bilingual education as well as for the regular program. Examples of some of the inservice activities conducted during the 1988-1989 school year include an intensive orientation to the new bilingual education curriculum guides, a districtwide activity in one school district. This staff development activity follows the development of a new mastery curriculum being implemented to address the essential elements. At the time of the site visits and interviews, the new curriculum was nearing the pilot stage with full implementation of the program scheduled for a few months later. This curriculum required particular attention during staff development activities since it includes not only the essential elements, but also activities that go beyond the teaching of essential elements.

Other staff development activities of the participating schools include attention to cultural aspects of the curriculum. A great deal of emphasis in most participating schools is placed on developing cultural awareness in teachers and developing activities to foster an appreciation of cultural issues among the students as well. An example of this type of staff development activity is the ethnic dances activities sponsored by one of the participating schools. Each month, teachers attend staff development activities of a cultural nature such as learning dances and folk songs of different countries. An added feature of this particular staff development activity is learning how to translate the activities the teachers learn into activities for use in the classroom.

Staff development activities in all the participating schools involve the teaching of higher order thinking skills, or critical thinking skills. In a number of cases, the staff development activities for this skill area have been coordinated by an outside consultant. In one school, the staff development coordinator provides the training, and in another school, the bilingual education coordinator conducts sessions dealing with this topic. A great deal of the emphasis in higher order thinking skills staff development activities is placed on teachers developing questioning techniques for use with regular classroom activities. The sessions discussed the increased use of questions in classroom activities such as "How do you feel about that?" and "If you could do anything different, what would you do different?" Probing and making the student think beyond the surface meaning of a story were important components of the training in teaching higher order thinking skills.

One of the more important aspects of the inservice or staff development activities in the participating schools is the unity it brings about between teachers in the bilingual education program and other teachers in the school. By inviting teachers who are not bilingual education teachers to the bilingual education staff development activities, non-bilingual education teachers are able to get a broader perspective and appreciation of the processes involved in teaching in a bilingual education setting.

Testing and Evaluation in Bilingual Education Programs

The role of testing in the bilingual education program differs considerably from the role of testing in an all-English instructional program primarily because of the focus on language proficiency and language development. Language proficiency tests are used in bilingual education programs for placement purposes upon entry to the program, as sources of information for implementing changes in the instructional program of the student, and as indicators of the general language development of the student. The language proficiency tests most widely used on the campuses selected for Phase III are the *Bilingual Syntax Measure* (BSM) and the *Language Assessment Scales* (LAS). The *IDEA Proficiency Test* (IPT) was used on one of the six campuses. These tests are in addition to the required basic skills test, the

Texas Educational Assessment of Minimum Skills (TEAMS), and the achievement tests administered in most school districts in Texas. The norm-referenced achievement tests administered on the selected campuses for English speaking students are the *Metropolitan Achievement Tests* (MAT6), the *Iowa Tests of Basic Skills* (ITBS), the *Comprehensive Tests of Basic Skills* (CTBS), and the *California Achievement Tests* (CAT). These achievement batteries generally include tests of reading comprehension, language arts, mathematics concepts, computation, and application. Science and social studies tests are usually optional with tests of this nature.

Although most of the students in bilingual education programs are expected to take the achievement tests and TEAMS in English, exceptions to this rule include the one-year exemption of limited English proficient students from taking the TEAMS, the use of Spanish language achievement tests, and the administration of the Spanish version of TEAMS at first and third grade. As of the date of the interviews for Phase III of this study, the most commonly used tests of achievement in Spanish include the *CTBS Español, La Prueba Riverside de Realización,* and *Spanish Assessment of Basic Education* (SABE).

Technically, the Spanish language achievement tests differ considerably from the academic achievement tests developed for the English-speaking student population. They can, however, provide an additional dimension for the assessment of the limited English proficient student. As with the English norm-referenced tests, scores are generally presented as percentile ranks and normal curve equivalents, comparing a specific student's performance with the performance of other students participating in the norming sample. The primary differences between the achievement tests in Spanish and English, however, lie in the size and geographic distribution of the norming sample and the characteristics of students in the norming sample. In the case of two of the tests in Spanish, for example, the "norms" are based on the performance of Spanish speaking students in only one part of the country. In another case, the scores of students are compared to student performance on nationally normed English achievement tests using the norms of an English norm-referenced achievement test published by the same company. The point here is that although the use of the Spanish language achievement tests can be used to measure a student's achievement in subject areas in which the Spanish language was the primary means of instruction, the scores on the Spanish tests are not comparable to the scores on the English tests and are not appropriate for use as a basis for achievement comparison between bilingual education students and students in all-English instructional programs.

Similarly, the use of TEAMS scores in Spanish are appropriate for measurement of student performance in Spanish language instruction, but as with the Spanish language achievement tests, they are not used in bilingual education programs as a basis for comparison of performance between bilingual education students and non-bilingual education students.

Special testing is conducted with individually administered tests when a student is referred for language, communication, and development concerns. Among the more widely used tests of this nature are the *Wechsler Intelligence Tests for Children* (WISC-R), the *Woodcock-Johnson,* the *Peabody Picture Vocabulary Test* (PPVT-R), and the *Kaufman Assessment Battery for Children* (K-ABC).

Testing in the bilingual education programs participating in this study varies only slightly from campus to campus. All campuses are required to conduct language proficiency testing and TEAMS testing and all are required to establish Language Proficiency Assessment Committees to monitor the progress of students in bilingual education. Academic achievement testing varies from campus to campus as well, with some campuses administering Spanish language achievement tests such as the SABE. In addition to Spanish language achievement testing, academic achievement tests in English are administered to

bilingual education students who have gained sufficient English proficiency and have been reviewed by the Language Proficiency Assessment Committees (LPAC) of the selected schools.

One common feature of the testing programs in the selected schools is that multiple sources of information are considered by the Language Proficiency Assessment Committee when reviewing the progress of the bilingual education student. Most bilingual educators recognize that it often is not until the students have been placed in the bilingual education program that the extent of their English proficiency can be accurately determined. Particularly in the case of very young children, the testing situation creates an unnatural environment for measuring linguistic proficiency with any degree of reliability. The chaotic scene (although organized chaos) at the beginning of the year when the testing takes place often is a time when the students are in the school setting for the first time. It often is the first time that students have been separated from their parents, and often the parent is in the same room when the language assessment is taking place. This contributes to the unnatural setting of the language assessment process and creates an inaccurate reading of the child's linguistic abilities. On the other hand, the tests themselves are limited in their ability to produce a true picture of what the child really knows. In a short period of fifteen or twenty minutes, it simply is impossible to accurately assess the abilities of the child to understand English and produce words and sentences.

Much of the true language assessment goes on during the first part of the school year when the teacher has the opportunity to observe the students in surroundings with classmates and in a setting that eventually becomes more familiar. Teachers participating in the Phase III study described language assessment as an ongoing process throughout the school year. Language assessment is a process that is more appropriately measured during sessions in which the student is likely to demonstrate more natural language. All the teachers in the study indicated that they are more comfortable measuring language proficiency after continued observations over at least a school semester.

Because assessment of the student's language corresponds closely to the total academic performance of the student, and because there are many factors that affect the student's linguistic and academic progress, the issues of language assessment and their relation to the total school performance of limited English proficient students are reviewed periodically by the Language Proficiency Assessment Committee of the school. This committee is usually called into session by the principal and serves the purpose of presenting and reviewing specific information on student linguistic and academic progress. Based on the information presented by the student's teacher, the parent of the student, counselor, and other participants in the education of the limited English proficient student, decisions are made regarding the continued participation in the bilingual education program, reclassification of the bilingual education student based on English proficiency and academic progress, and exit from the bilingual education program when appropriate.

Promotion and Retention

Schools in the Phase III study used similar criteria for promotion and retention. Mastery of essential elements and subject matter in the classroom were the two most frequently cited criteria used for promotion. Differences among the schools were primarily policy oriented and focused on issues such as whether promotion and retention is a district or campus policy, and whether retention is practiced at the kindergarten level. Although retention in kindergarten is rare among the six schools studied, it does occur on a regular basis in two of the schools. In these two schools, however, kindergarten students are retained only after they have had a year of poor results in their school work. Retention

is the last resort and the parents must give their consent to the school. In the other four schools, kindergarten retention is not practiced.

In the schools studied, special summer programs are provided for the students who are retained. The programs focus on the basic skills and provide remedial assistance in most grade levels. Although there are differences among the schools in what these types of services are called, they basically serve the function of providing a student with an opportunity to make up some of the work needed to proceed to the next grade.

> We have our promotion criteria. Our promotion criteria are that they have at least an "S" in all four subjects, or language arts and the content areas, social studies, and Spanish (The "S" is for "Satisfactory"). But we can also interject the "N." The "N" is Needs Improvement. If I have a child who has an "N" in social studies maybe and an "S" in the other three, then he can pass. If he has an "N" in language arts and an "N" in reading, those two which I think are very important, the language arts component, then I'll think very seriously about not passing him, maybe retaining him. But we do have alternatives. The district has the summer program, we have the Encore Program, and the Strengthening Program. I could get that child who has an "N" and put him into the Strengthening Program which is four years. I also teach during the summer. I teach all year and I don't mind. And the Strengthening Program is great. It takes those students who are on the borderline—They get more strength and they can proceed to the second grade.
>
> The Encore Program takes the students that will be retained and gives them more skills. And if the possibility exists that if they do get to the point where they will be promoted, they will be promoted into the second grade. That's the Encore Program. So we have two programs available for the children for the summer.
>
> *Bilingual Education Teacher, Grade One*

One of the more complex issues faced by teachers and administrators deals with the retention of the limited English proficient student. Although caution is exercised in all cases where students are recommended for retention, it is especially important in the case of the student in bilingual education.

> Students who are limited English proficient are reviewed periodically by the LPAC (language proficiency assessment committee) for academic progress including growth in English proficiency. In cases where students are recommended for retention, the LPAC must be involved and multiple sources of information must be reviewed. The LPAC must also include recommendations related to the student's continuation in the bilingual education program, exit from the program, or alternative avenues for the student who is not showing progress within the bilingual education program.
>
> *Bilingual Education Coordinator*

Typically, promotion decisions in the participating schools are based on mastery of the curriculum objectives developed for the specific campus, mastery of the essential elements for the specific grade level, English language proficiency, attendance, grades, and parent input. The LPAC is involved in all decisions related to the promotion or retention of LEP students and administrators are particularly cautious to avoid retention decisions based solely on limited English proficiency. In all schools, services in the form of summer school or "extended year" schedules are offered for students who are retained. In at least one school, use of the computer for remedial services is an integral part of the program for students having difficulty mastering the objectives for their grade level. Although at least two of the participating schools practice retention in the kindergarten level, it serves only as a last resort and is usually the result of very poor attendance on the part of the student. A list of retention rates in the schools studied is available on page 22 of this report.

Other Instructional Approaches: Bilingual Education

In addition to the descriptions of the six components of bilingual education and the ways in which they are addressed, participating teachers also discussed additional approaches to providing instruction to students who are limited English proficient. The majority of teachers employ a variety of instructional approaches to address the needs of students who are still in need of primary language instruction as well as those who are sufficiently proficient to benefit from instruction in English. In some of the classes described in the interviews, teachers have students in their classes with a range of general abilities, varying degrees of English proficiency, varying degrees of Spanish proficiency, students of different ages, students who are recent arrivals to the United States, students with academic preparation in a language other than English, and students with no previous academic background.

The following topics were discussed and cited in the interviews as being effective for use in the classroom of the specific interviewee, although several of the approaches are being developed and practiced on a districtwide basis. Several of these topics are discussed in the following section of the report.

- Cooperative Learning approaches
- Montessori approaches
- Whole Language approaches
- Natural Language
- Language Experience
- Drill and practice
- Language Development
- Individualized instruction
- Group instruction
- Learning centers

Montessori/Cooperative Learning

Teachers use a combination of instructional approaches, depending on the nature of their training. For example, one of the participating school districts has a program of staff development that involves volunteer teachers who are interested in learning about Montessori methods of teaching. The school district provides the extensive training through the use of a Montessori-trained consultant, and although the teachers do not receive payment for the time spent in training, they gain valuable experience and specific methodologies to implement in their classrooms. In addition, the same school district has provided Cooperative Learning training through staff development sessions to all the teachers who are interested in taking advantage of the training. As of the date of the site visit to this particular school district, over half of the prekindergarten and kindergarten teachers had been involved in the Montessori training.

Language Experience Approach

Language experience is used primarily for younger students in oral language development and for the teaching of reading. Students will develop stories based on their own experiences and tell the stories to the teachers. Using charts, teachers write out the stories as they hear them and present a visual image of the student's own words. In one example of language experience approaches, a teacher developed the student's story into a "big book" format with simple line drawings as illustrations. The books that were developed as part of the language experience sessions in that class were circulated

for the remainder of the school year. Combined with commercially available "big books," the teacher was able to provide students with enjoyable reading material, some of which was prepared in class with input from the students.

Individualized Instruction

Individualized instruction is a widely used approach for students who are limited English proficient as well as those who are already quite proficient in English. The term "individualized instruction" was used interchangeably by teachers when referring to "tutoring." In another section of the report (page 50), "tutoring" is addressed in more detail and involves the state-mandated tutoring program, individual tutoring sessions between teacher and student, peer tutoring, or tutoring by an older student. In cases of recent arrivals to the United States, individualized instruction, or as a bilingual education coordinator explained it, "personalized" instruction, is one of the most effective ways of providing instruction.

Drill and Practice

For teaching mathematics, a participating principal described the constant drill and practice that goes on in the school on a daily basis. Although the sessions are only ten minutes per day, they are intensive, very specific, and designed with an emphasis on the types of problems encountered on TEAMS. According to the principal, because of the constant practice provided to students in the school over the past four years, there has been a marked increase in the TEAMS scores in mathematics. During the site visit to the school, teachers and the principal were in the process of adapting this intensive practice approach from mathematics to language.

Language Development

Language development in English and in the primary language is approached in a variety of ways in the participating schools. Whole Language approaches, Natural Language, Total Physical Response, and drill and practice were mentioned frequently in response to the question on instructional approaches used in the classrooms. These approaches were described in the context of both group and individualized instruction, with Cooperative Learning in one school encompassing most instruction in English and in the primary language. *Finding Out/Descubrimiento,* an instructional approach designed to assist students in developing their cognitive functioning, is used extensively in one participating school. Faculty members have participated in staff development sessions that address a variety of activities that use children's natural interest in mathematics and science to learn cognitive strategies leading to academic success.

The use of Total Physical Response as a means for teaching English was described by one teacher as "one of the most effective ways to teach the limited English proficient student." In combination with what the teacher calls the "Natural Approach," (pointing, labeling), Total Physical Response makes use of the entire body for communicating with the student. The use of gestures, mime, pointing, jumping, running, and other physical activities not only serves the exact purpose for which it is intended (for communication), but also adds fun and energy to the language learning sessions.

Learning Centers

Learning centers also provide a variety of visual and language experiences for the student. In the schools visited, the primary use of learning centers was with prekindergarten and kindergarten students. The centers provide an opportunity for students to engage in work individually and in small groups. With the assistance of a teacher aide, schools generally find the centers to be effective in orienting the student to a particular topic such as a science activity. Teachers are able to see the interests that young students are developing and can use their preferences to design additional activities. The most commonly used centers in the schools visited are science learning centers and listening centers.

The instructional approaches listed in this section are by no means exhaustive. Most of the schools use a variety of approaches in their bilingual education program in addition to the use of primary language instruction and coverage of the six components. In two schools, Cooperative Learning is being emphasized currently on a districtwide basis. In another school, Montessori training and Cooperative Learning training for prekindergarten and kindergarten teachers have been emphasized in staff development activities.

In schools that use teacher aides extensively, teachers, coordinators, and principals agreed that the instructional approaches discussed can be more effectively implemented with the aide. With the assistance of a teacher aide, bilingual education teachers are able to group for instruction, with groups selected based on degree of English proficiency and progress of the individual students. Drill and practice can be the responsibility of an effective aide, and learning centers can be more closely supervised to effect the desired results.

Other instructional approaches that are mentioned in the Campus Data Collection Instrument, 1988-1989, completed at each campus are additional time on task; extended school year; homogeneous grouping; self-paced instruction; mastery learning; resource arrangement; and reduced instructor to student ratio. These approaches and arrangements were not discussed extensively in the interviews and therefore are mentioned only briefly in this section.

Instructional Approaches: ESL Programs

The preceding sections of this report describe campus and qualitative data from the study of bilingual education programs. These are programs that provide dual language instruction as a means of moving students toward English language proficiency and mastery of essential elements. English as a second language (ESL) programs differ pedagogically in that the primary means of instruction is English with the option of using the primary language where resources allow. ESL programs are not required to use the primary language and the instructional approaches for teaching English and the subjects range from a "total English immersion" approach to a combination of primary language instruction and ESL methodology.

The purpose of this section of the Findings is to highlight instructional approaches described by participants representing ESL programs. Because many of the topics covered in these discussions are identical to the topics included in the bilingual education interviews, this section summarizes the main points about instructional approaches and cultural activities made during the site visits and interviews.

Language Use

State Board of Education rules for language usage in ESL programs require that students be identified according to their English language proficiency. The identification is carried out using the Home Language Survey to determine whether the student speaks or hears languages other than English at home. Following the Home Language Survey, tests of English language proficiency are also administered to the student for the purpose of estimating the degree of English proficiency. According to the results of the identification and assessment procedures, a program of English language instruction is developed and implemented.

ESL programs in Texas must include the following curriculum areas:

- Language arts
- Mathematics
- Science
- Social studies
- Health
- Fine arts
- Physical education

The amount of time devoted to each of these subjects and the approaches used to teach the subjects differ as a student progresses through each grade level. For example, for prekindergarten and kindergarten LEP students, *Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs* state that 40% of the day should be devoted to language arts, 20% of the full day is devoted to mathematics, with the rest of the day divided among the remaining subjects. Physical education is also a daily requirement. Within the grade levels, the amount of ESL instruction provided also depends on the degree of English proficiency. The beginner in English (ESL 1), a monolingual speaker of the primary language, receives approximately 144 minutes of ESL instruction, while the near proficient speaker of English (ESL 3) receives at least 45 minutes daily.

Language use guidelines for ESL differ significantly depending on the student's grade level. ESL instruction increases to a minimum of 600 minutes per week for the ESL 1 student and 300 minutes per week for the ESL 3 student who also scores between the 23rd and 40th percentile (grades 2-12) on the reading and language arts sections of a state-approved norm-referenced achievement test. At first, second, and third grades, a new category is introduced that is treated similarly to ESL 1—the LEP student without previous schooling (ESL 4). Other differences between the ESL 1 student and the ESL 3 student include the degree to which ESL methods are used for introducing and teaching subject areas other than language arts. The ESL 2 student, an intermediate LEP student with some oral English, is taught with ESL methods in language arts, science, and social studies. With the ESL 2 student, however, the use of ESL methods to teach health, fine arts, physical education becomes optional. With the ESL 3 student, ESL methods are required for language arts only with ESL methods in all other subject areas completely optional. Additional changes occur at the fourth, fifth, and sixth grade as well, with the amount of ESL instruction decreases as a student progresses through each grade and level of English proficiency. A summary of ESL student categories is included in Appendix B.

Guidelines for language use are also provided to Texas school districts for the secondary grade levels, grades nine through twelve. The requirements include combinations of Correlated Language Arts courses, ESL instruction, and other English electives, or combinations of ESL courses with more advanced courses that are not as dependent on the reading process. A full description of language use guidelines is available

from the Texas Education Agency in the publication, *Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs.*

ESL Instructional Approaches

Specific methodologies for teaching ESL and for using ESL methodologies for teaching other subject areas are not provided in *Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs.* Each school district has the opportunity to provide teachers with instructional approaches that are felt to be effective for teaching the LEP students. These instructional approaches may include such approaches as Natural Language, Whole Language, Cooperative Learning, Total Physical Response, drill and practice, and "Sheltered English." Each of these approaches can be used for teaching the LEP student although in the case of Whole Language and Cooperative Learning, the methodologies are not necessarily designed specifically for the LEP student.

In the ESL programs selected for Phase III of this study, teachers employ a variety of approaches for incorporating ESL instruction into the language arts components of the programs and for teaching subject areas using ESL methods. Just as ESL methodologies and primary language instruction were built into instructional approaches such as Cooperative Learning in the bilingual education programs studied, the ESL programs use approaches that range from "pull out" classes with drill and practice as the basis for ESL instruction to classes where ESL instruction is built into the regular subject classes.

> We let the teachers have input into the curriculum development. The curriculum is adapted for LEP students. ESL strategies permeate the entire day. ESL occurs in every unit—social studies, language arts, math, etc.
>
> *ESL Coordinator*

Other reported instructional approaches for teaching ESL include small group teaching, full group teaching, direct instruction, and peer tutoring or teaching.

> I try to use almost all of the approaches—especially peer tutoring. This works real well. I use it once or twice a week in different subject areas. When I am busy with one child, I use those couple of children that I have that are very sharp. They ask me if they can help and I tell them, "Yes, but don't give out the answers." I use drilling with multiplications. I use records that they can sing. I have a test every day for three minutes. I try to use a little bit of everything.
>
> *ESL Teacher, Grade Four*

The extent to which teachers use the primary language as a means of instruction also differed from campus to campus. On one campus, an ESL teacher explained that Spanish should be prohibited on campus rather than encouraged. This attitude, however, was not campuswide, and other interviews with the principal and ESL coordinator indicated a strong belief on their part in the use of Spanish for clarification, but **only when necessary.** They also felt that school-sponsored activities are the most effective means of instilling and maintaining pride in the culture and language of the student.

On another campus, Spanish is used freely throughout the day, and is especially used in the ESL classes for clarification of concepts presented in English. On this campus, there are no reservations about speaking Spanish on the part of teachers, coordinators, and students, and in fact, several teachers expressed optimism that the program will eventually become a fully integrated bilingual education program.

Another campus that uses primary language instruction through the second grade considers the ESL program an extension of the regular program. Limited English proficient students are not separated from the proficient speakers of English even for ESL instruction. Whole Language is being implemented throughout the school district, with many observed classroom activities reflective of this approach.

> We are not doing anything differently in the ESL program than we are doing in the regular classroom. We have a Whole Language approach for the entire district. ESL is basically part of that whole approach. This is our second year of implementing the Whole Language approach. This is a lot of peer tutoring and sharing, a lot of individualized activities where the children get to choose their reading materials and read at their own pace, share with the teacher, and share with the class.
>
> *ESL Coordinator*

A variety of other effective ESL approaches were described by teachers and administrators during the interviews. For example, one teacher described the importance of tying the instruction to something of relevance to the student. An example used was incorporating names of rock music groups and football teams into the lessons. Personalization of the lessons, frequent use of the students' names, and emphasis on questioning strategies formed the basis of instruction for another ESL teacher.

The importance of positive reinforcement during the students' initial efforts to learn English and other subject areas was cited as being particularly important. An ESL teacher also expressed the concern that students are very aware of the labels that teachers and administrators place on them. For example, the teacher cautioned against the repeated use of "LEP student," "ESL student," and "CLA student," saying that the labels are detrimental and serve no purpose other than to physically and emotionally separate the students according to English language proficiency. "Ability" grouping and grouping strictly on the basis of English proficiency drew the same concerns.

Cultural Activities in the ESL Classroom

On at least two of the ESL campuses, the ESL program includes students from Cambodia, Vietnam, and Korea in addition to the Spanish speakers from the United States and other Spanish-speaking countries. A variety of students such as on these two campuses represents a major difference between many ESL programs and bilingual education programs. In the bilingual education programs studied, and in most bilingual education programs, Spanish is the language other than English most frequently spoken in the schools. According to an ESL teacher in one of the schools, this mix of students provides opportunities for teachers, principals, and coordinators to develop classroom activities that address the cultural and linguistic heritage of several groups of students.

> We stress traditional things. We have a Cambodian and a Laotian band. We have the traditional instruments that one individual brought to us. We teach Cambodian and Laotian dances. We perform here and at other schools regularly, for the Asian programs. The school celebrates all cultural events. We have Black history month, we had the Asian program just a few weeks ago. We usually try to do something at the PTA meetings. Dances are very important to the Cambodian. It is one of the few things they have left. They also have their language. They use the dances to show to the rest of the world how important and how wonderful their country was.
>
> *ESL Teacher, Grade Three*

Although most participants feel that they have adequate amounts of material to do an effective job, teaching about the variety of cultures represented in ESL programs presents challenges that differ considerably from the bilingual education programs. According to an ESL teacher interviewed, the

commercially developed basal readers tend to separate the Asian children into only Chinese and Japanese, paying little attention to other Asian cultures. There are a number of sources, however, for materials emphasizing the language and heritage of a variety of Southeast Asian cultural groups.

> The University of Iowa provides a series, "Tales of Marvel and Wonder." This is a series of folktales available for the Apple computer. These are all correlated to stories of Southeast Asian countries in particular. I use a variety of material. I use a book written by a historian that describes and explains stories from this area of the world. An organization in France publishes more material and stories in Cambodian—more than any other source in the world. We also use material from the Oakland school district. They did a series on Cambodian folk tales.
>
> *ESL Teacher, Grade Three*

Primary language usage was the most distinct difference between the bilingual education programs and the ESL programs studied. Bilingual education programs tend to use the primary language across most subject areas whereas ESL programs tend to use the primary language for required communication only. Bilingual education and ESL programs use many of the same instructional approaches such as drill and practice, learning centers, and a variety of ESL methodologies including Total Physical Response, Natural Language, and Whole Language. Both types of programs used Cooperative Learning on at least two of the campuses.

The remaining sections of this report detail additional findings from the study of bilingual education programs. A report on campus data for ESL programs collected as part of this study is available from the Texas Education Agency in a separate document.

Resources in Bilingual Education Programs

Computers in the School

Computers are available on every campus selected for this phase of the bilingual education study. In some schools, computer resources were in the form of a computer laboratory in the school with classes visiting the computer lab for lessons in math, reading, and writing. In other schools, computers were located in each of the classrooms or were shared by two or three teachers. The availability of computers, in all interviews, was viewed as a positive and interesting way of introducing new language concepts to limited English proficient students.

The ways in which the computers are used in the participating schools differ. Most start to use the computers in the second grade for mathematics, reading, and language arts. On at least two campuses, computers are used with first grade students. Most of the software programs used are in English, with only a few campuses reporting the use of software in Spanish. The following interview excerpts demonstrate the range of uses and comments regarding the benefits of the computer in the bilingual education programs.

> The computer is used for math drills and language drills. I have programs that drill my students with sentence structure. That of course helps them out with creative writing. I have programs that drill them in mathematics.
>
> *Bilingual Education Teacher, Grade Five*

> Now with computers, some kids have caught on to the computer, and they serve as tutors for the other children. Or, in paired reading or other Cooperative Learning strategies, they are given a different name. Before, they were helpers. Now, they're tutors, partners. I think it's just a difference in the labelling.
>
> *Bilingual Education Teacher, Grade One*

One of the participating schools developed a program in which the students can actually check out computers and use them at home for a week at a time.

> Yes, computers are used. Once a week for forty-five minutes, students go to the computer program where they study math objectives and ESL objectives in that classroom. Also, if the students are interested in taking home a computer, the Chapter 1 program provides computers that can go home for a whole week and the students can study ESL programs on this computer.
>
> *Bilingual Education Teacher, Grade One*

In most interviews, comments were made by the participants that the lack of availability of software in Spanish presents some limitations on using the computers for maximum benefit to the bilingual education program. Although the computers are used extensively for drill and practice in the language arts, in mathematics, and in reading, most of the interviewees commented on the lack of availability of good software in Spanish. In other instances, as described in the following excerpt, the major concern on the part of a participating bilingual education coordinator was the introduction of reading in English by the computer laboratory teacher before the students were at the transition stage from Spanish to English reading. This would present some difficulties primarily due to the pacing and transition strategies used by the school district. This did not pose a problem for other districts who were readily introducing the Spanish speaking students to English reading whenever they felt they were ready.

> The curriculum that we have available in the lab is tied into the TEAMS and the essential elements. What they have not been able to provide us with is Spanish literacy software. What we are concerned about is that they not introduce English reading.
>
> *Bilingual Education Coordinator*

Educational Materials

A variety of commercial and teacher made materials are available in the participating schools. Most of the schools reported actually having an abundance of materials, both in English and in Spanish. One interviewee compared the present teaching site with the previous school district assignment in terms of the availability of materials.

> Last year was my first year here, and I went, "Wow, I've got all this here." Not to put the other district down, but the curriculum guides here include a lot of lessons that our children are able to identify with. We didn't have a lot of the cultural activities over there. And this district is really gung-ho on cultural heritage of the students to make them really feel proud of who they are and what they can become. That's one of the nicest things I like about the district. I speak so well of it because I really honestly like the district. Where I was before, I thought it was great. Then I came over here and saw the difference and thought, "Boy, they really take time with the bilingual program."
>
> As far as materials, they never say, "We don't have any money." They have plenty. There is an unlimited amount of materials. If the teacher doesn't use them, it's because she doesn't want to.

> We are very fortunate enough to have a lot of materials. We have a lot of beautiful ladies that come in to read from the university . . . just to read to our children. Our children are exposed to people from the university. It's remarkable. We really have a lot of books in Spanish. We have kits, manipulatives. You have so much you feel like you need to be sharing. I come from a district where you need to be sharing everything.
>
> *Bilingual Education Teacher, Grade One*

As noted in another section of this report, the librarian can play a very important part in materials selection and the organization of the materials for easy student access.

> The librarian makes a point to order and provide materials that address Hispanic cultural aspects and also the Black children the same way. She will order posters, media, filmstrips. It's done for the bilingual and the Black students. It's not just for the Hispanic or the Mexican Americans. We want to accentuate the culture but not only of Mexican Americans.
>
> *Participating Principal*

In the selected schools, the choices of state adopted basal readers, mathematics, science, and social studies books were as varied as the selection of supplementary materials. Some schools had more materials than others, some had more Spanish materials than others, but all seemed to have an adequate amount of materials.

Additional Resources

In response to the question, "What additional resources would most benefit your bilingual education program?," human resources and materials topped the list of the most common responses. The following is a sampling of responses to this question.

> Additional staff which includes a cadre of teacher trainers, two curriculum specialists, and a full-time clerk is the most significant resource that can be added to the present program to improve and maintain its success. In addition, the use of computers and other technology as tools in the learning process as well as a strong educational program for parents would greatly enhance the effectiveness and success of the program.
>
> *Bilingual Education Coordinator*

English as a second language materials for drill and practice were a resource that was considered important for the successful operations of the program. Library books in Spanish were also cited as examples of the types of resources that would improve the bilingual education programs in two schools. Although there are sufficient classroom materials for teaching academic subjects and ESL, library books in Spanish would provide students with an opportunity to independently reinforce their Spanish language skills. The books in Spanish would also provide an excellent way of making a new Spanish proficient student more comfortable in the school.

For the very young prekindergarten and first grade students, one teacher expressed a great need for classic tales and nursery rhymes, both in English and in Spanish. Films, cassettes, and other audiovisual materials that would be used for oral language development was another expressed need for one participating bilingual education program.

A participating bilingual education coordinator described the need for additional finances for field trips and other enrichment activities for the students.

> Field trips. Every school has their budget for field trips. These budgets include field trips for the bilingual students. They have a long list of recommended places. Each school has its own plan for field trips. Also, our LEP students are involved when we have symphony concerts and museum trips. This year the fourth and fifth graders went to the museum.
>
> *Bilingual Education Coordinator*

Computers for limited English proficient students were on the list of additional resources that would benefit the bilingual education program. From a district level, one bilingual education coordinator feels that there is a serious need for LEP students to become proficient in the use of the computer in addition to learning English language skills. At the district level, resources for a full-scale oral language development program are sorely needed in this particular school district. A well-structured program for transition from Spanish instruction to the all-English instructional program would complement the district-level oral language program. The transition program would include the books necessary for student progression through increasingly more complex and challenging reading material in Spanish and English.

Increased attention to the fine arts would benefit the students in bilingual education programs, according to a participating bilingual education coordinator.

> This type of instruction with accompanying field trips and other enrichment activities would have the added benefit of increasing the students' self-concept. So much attention in the past few years has been paid to addressing the essential elements, building language skills, and passing tests, that work in a variety of fine arts areas would be refreshing, educational, and rewarding for the students.
>
> *Bilingual Education Coordinator*

Additional resources for parental involvement and parental education was what one fifth grade bilingual education teacher felt would benefit the bilingual education program. The resources could be in the form of ESL materials or other parenting and educational materials. Money for workshops and other activities with parents could greatly enhance the effectiveness and success of the program.

In addition to coming into the school with the need to learn English, bilingual education students also have some of the same needs as students who are not in bilingual education and ESL. For example, the bilingual education student who is having difficulty learning to read in the primary language has the same need for diagnosticians and special reading instruction as the native English speaker. Problems of dyslexia and other situations that are difficult to address are compounded by the language differences in the case of the limited English proficient student. According to participants in this study, diagnosticians and reading specialists who are Spanish speakers would be a valuable addition to the staff in schools with Spanish-English bilingual education programs.

In addition to having diagnosticians, counselors, and reading specialists on staff who are bilingual, one participating principal explained the need for a bilingual coordinator that could assist with administrative duties at the school.

> A bilingual coordinator in the form of personnel who is free of classroom teaching duties. That person could also have other responsibilities, work around the school, but a bilingual coordinator would help, especially in a school that has a heavy Hispanic bilingual program. You certainly wouldn't need one if you have a small bilingual program. We have many schools in our district that have ninety to ninety-five percent bilingual students.
>
> *Participating Principal*

Each of the participating interviewees had ideas on the kinds of resources that would benefit the bilingual education program. In addition to the list already mentioned, other non-tangible resources listed included information on what other teachers are doing to provide effective instruction, the opportunity to travel to conferences at least once a year, the chance to visit other classrooms in the district and outside the school district, and additional enrichment experiences for the development of students' self-concept.

Noninstructional Support: Counseling, Medical, Community

Noninstructional support, as defined for this study, primarily includes counseling, medical, and community services. In some cases, the schools employed a full-time nurse and full-time counselor. In other cases, the nurse and counselor visited the selected campuses once or twice a week or upon referral or need for immediate medical attention. In at least one school, the counselor was funded as a "Chapter 1 counselor," but was available to work with all the students in the school.

Two of the six schools participating in Phase III of this study had full-time counselors. The other four schools used the services provided by counselors who traveled to two or three schools per week and upon special request for counseling services by the schools. The range of services provided by counselors differed among the six schools. Some counselors perform primarily an administrative function while others are perceived to be very helpful and effective in their work with the students, teachers, and parents.

> We also have a full-time counselor. Every elementary school in the district has a full-time counselor. Every day she's here, and that has really helped. This is one way where she brings the parents in. One time last year, in one of her programs, she had her program right at 2:15, just when the little ones come out and the parents were here to pick up the kids. She recruited them to come in and they stayed for about half an hour. That's one way she gets parents involved. The reason she's so successful in bringing the parents in and involving the parents is because she sends notices home in both English and Spanish and they let her know whether they're going to be able to attend. And of course, she has funds available to spend.
>
> *Participating Principal*

As with the counselors in the participating schools, two campuses employ a full-time nurse. The other four use "visiting" nurses several times a week to provide a wide range of services that include medical and counseling services.

One of the clearest examples of how community members provide noninstructional support to the schools is in the case of the Lion's Club program for providing glasses to needy students.

> We have things like medical, clothing, glasses from the Lion's Club. We've had two pair of glasses for dyslexia. There was no way parents could afford it, so we went to them and they came through.
>
> *Participating Principal*

Counseling, medical, and community services were the primary forms of noninstructional support on the participating campuses. Counselors were viewed with mixed opinions regardless of their full or part-time status. Interviews from each of the participating schools included comments about the counselors that were positive while comments from other participants on the same campus were not as positive and at times negative. A chief concern about the lack of Spanish speaking counselors was consistent on the campuses where this situation occurs.

Comments about the medical services and specifically the services of the school nurse were generally very favorable. Because of the large Spanish speaking student populations of the participating schools, there are unavoidable concerns about the lack of bilingual personnel. The comments, however, are more a reflection of inconvenience rather than an opinion on the quality of the medical attention provided.

Teachers and principals on all campuses favor the use of the business community on occasion to work with school personnel and students on specific topics that entail the use of volunteers. Organization of parent groups for the purpose of informing them of community services is also an important aspect of all the campuses. Occasionally, a psychologist is called into the school for a specific student referred for testing and further evaluation. On all campuses, school staff appreciated the noninstructional support services provided by ancillary personnel and community, and although comments were made consistently about needing additional Spanish speaking staff, only rarely was criticism directed at the **quality** of the services.

Parent and Community Involvement in the Schools

Parental and community involvement in school activities is viewed as an important aspect of school life as well as a measure of success of the bilingual education program. At the sites selected for this phase of the study, parent and community involvement differs from school to school in terms of the philosophy, the nature of the activities, and the degree to which the parents and other community members actually become involved.

For the purposes of this study, two facets of parental and community involvement were examined. The first includes the efforts the schools make to involve parents and community members in school activities. The other includes efforts initiated by parents and other community members to become involved in the activities of the school. These two perspectives on parental and community involvement differ from school to school, and while a school may have a well-designed program and very good intentions to involve parents and community members in school activities, parents and community members themselves must take an interest in the school, become organized, and initiate and complete the scheduled activities.

Parental involvement in the participating schools takes place in several forms and for purposes that differ from school to school. In some schools, the purpose of the parents' involvement in the schools is primarily for student support. In other schools, the primary purpose for parent involvement is to assist the school and provide ancillary help in the classroom, on the playground, and in the cafeteria. In still other schools, the primary focus of parental involvement activities is on personal development and improvement of the participants in areas such as parenting skills, learning English, and preparation for the General Educational Development (GED) tests.

One of the participating school districts employs a school-community liaison to organize and involve parents in the activities of the school and to organize classes to benefit parents who are learning English or trying to receive additional education. The liaison is an accepted member of the community and the school and serves in many capacities within the school and the community. For example, the liaison is actively involved in the organization of classes to learn more about issues such as drug abuse and satanic worship. In doing so, the liaison invites "successful" members of the community to speak with the students to inspire them to do their best in their school work.

We have a program called the VIPS in which people who have become very successful in the business world come once a week to our classrooms and teach the students that are below grade level. So the students can see that if they try hard enough they can be successful also. This is very positive because there's one particular woman that comes to me and she has been very helpful with the students. The students look forward to that. She also speaks only English so they get reinforcement in English and that extra push to learn the language.

Bilingual Education Teacher, Grade One

Expanding participation in the schools beyond that of parents and using community members to speak to students is a common method among all participating schools to motivate students, to teach them about a variety of different occupations, and to involve the community in the activities of the school. Although most of the participating schools used the "successful" lawyer, doctor, pharmacist, or other affluent members of the business community as the role models, one of the schools employed an interesting variation on the parental and community involvement aspect. In addition to the usual role models invited, they also brought in homemakers from the community. Homemakers were invited to discuss the role they play in the lives of young children, to develop cooking presentations for the class, and to demonstrate their many roles in the community. The school also invited cooks, carpenters, and agricultural workers to provide a broad range of exposure to the world of work.

The extent of parent and community involvement is not always satisfactory to the school administration. In some instances, despite the efforts made to involve parents, because parents are recent arrivals to the United States or because the efforts made by the school are still too recent to see marked improvement and results, parental involvement is limited to just a few members and just a few activities.

No . . . it's sad. I have a large percentage who are illiterate. They have two jobs and they've just come into the country this last summer. So they are just barely making it. And they do not speak the language. They are illiterate in all languages, so they're having a lot of problems just finding jobs. Most of the jobs are either low paying or at night, so they cannot even help my kids with their work and they cannot get involved . . . It's sad, but I understand the reasons. I try to explain that to the kids too. It's not easy coming from another country and starting all over again.

Bilingual Education Teacher, Grade One

Parent-teacher organizations and the extent to which parents become actively involved in them also differs from school to school. In some schools, the "official" parent-teacher association is not as active as the school leadership would like for it to be, while in other schools, the PTA is only one of several parent organizations. Other parent organizations were formed in some schools specifically for the purpose of involving Spanish speaking parents.

We do have some classes that are being taught at the school . . . English classes, I think. And Chapter 1, I believe, provides parents with materials to take home and use with their children. We try to keep in close contact with the parents.

Bilingual Education Teacher, Grade Three

Several factors affect the degree of parent and community participation and the extent to which the schools' efforts to involve them are successful. In school districts where a full-time community liaison is employed to initiate activities and involve parents and other community members, the obvious results are increased participation and activities requiring more planning and collaboration. This is particularly effective when the liaison is fluent in Spanish. Unfortunately, not every school district has the opportunity to benefit from a full-time liaison and must enlist volunteer help from teachers, school administrators, and other parents and community members. In addition to regular administrative and teaching duties

already assigned to school personnel, enlisting the active participation of parents and other community members at times does not receive the attention or priority needed for full realization of this aspect of school life. Still, active participation in meaningful activities for parents and other community members is viewed by all interviewees as important for the overall success of the bilingual education program.

In school districts and bilingual education programs where the parents and other community members targeted for participation are recent arrivals to the community and the country, or are limited in English proficiency, participation is minimal and efforts seem to increase with the degree of stability or lack of mobility within the community. In a neighborhood that is in transition, with new arrivals to the school enrolling each week, the degree of direct parent participation is low although the involvement of parents is a long-term priority of the principal. Having been in the neighborhood for several years, the principal is aware of the cycles of parent and community involvement that occur and is concentrating at this time on bringing in role models for the students from the business and academic community of the city.

> We have mentors, programs, tutorial programs, business partners, with about fifteen volunteers that come over here once or twice a week according to their schedule, along with the parents that volunteer in the classroom. The district tries to team each school up with a company. The company provides "off" time during the person's work schedule, and they come over two to four hours per week according to the company, and the volunteers will come over and help.
>
> *Participating Principal*

Coordination and Communication

Campus Philosophy Toward Bilingual Education: Goals and Expectations

In order to compare participants' attitudes toward the bilingual education program, interviewees were asked to comment on their philosophy toward the program and to describe their expectations of the students enrolled in the program.

The discussion of campus philosophy toward bilingual education and goals of the program were so closely intertwined with the goals of the entire campus that it became difficult to separate campus philosophy toward bilingual education from the campus philosophy in general. Goals and expectations for the students in bilingual education tend to be similar to those of all students on the entire campus—that all children can learn, and that all children are expected to learn.

Attitude of the teachers and the administrators toward the bilingual education program and the role of the principal also surfaced during the discussions of campus philosophy. All interviewees had a similar positive attitude toward the bilingual education program and all campuses had principals who understood the program and were supportive of the bilingual education teachers.

> Attitude has a lot to do with it. Bilingual education is a needed thing. Teachers need to have high expectations no matter what the student's background. They have to be totally integrated into the school. Teachers do have to have a lot of support in terms of materials and having input into LPAC. There's no resistance to bilingual education here. There's a need for it and it comes down to attitude.
>
> *Participating Principal*

> The principal, I'm happy to say, is a person who believes in the program. I've known principals who have given it some support on paper but not in reality. But the principal wants us to be responsible for the bilingual program. The principal says, "You're the experts. You are the professionals. I'm here to oversee that it's being done and that you are following the guidelines." But the principal is there to make sure the guidelines are being followed, and the support, the support is really good. The principal is bilingual and speaks fluent Spanish and understands it. Other people have a background in the program. The principal sees it as enrichment also. They're learning two languages. And the principal is a believer that we should teach everybody another language if possible. We could just do it across the board, monolingual children and bilingual children. Spanish would be the closest language we could use.
>
> *Bilingual Education Teacher, Grade Two*

The excerpts from the interviews demonstrate similarities in the perspectives of the interviewees toward bilingual education and illustrate the importance of maintaining high expectations of all students. Teachers, principals, and coordinators all feel that students in the bilingual education program are expected to achieve at a comparable level as that of their English speaking counterparts. Most interviewees felt that ultimately the students in the bilingual education program will achieve at an even higher level than those who are not bilingual.

The Role of the Principal

John Goodlad, in his study of schooling in the United States (Goodlad, 1984), discusses the role of the school principal in charting the direction of the school. The principal has the opportunity to establish a year-long agenda, coordinate activities for staff development, facilitate community and parental involvement in school activities, and generally provide leadership and motivation to the students, faculty, and staff.

> There has been growing support in recent years for the view that the importance of the principal to school quality and improvement is great. Indeed, as with teachers, some people have gone so far as to claim that "everything depends on the principal."
>
> *John Goodlad,* A Place Called School, *178-179.*

Goodlad proceeds to explain that although the principal plays a significant role in the operations of the school and the effectiveness of the instructional program, it is too simplistic to attribute all the success of the school to the quality of the principal's leadership. There are too many interrelated factors contributing to school climate to place the sole credit or even major credit on the principal for what happens in the school.

Thomas Carter and Michael Chatfield, in their study of an effective bilingual school (1986), discuss the role of the principal at the Lauderbach Community School and the manner in which the principal supported staff and made continuous efforts to improve and maintain the positive school climate in which the bilingual education program operates.

> Instructional leadership at Lauderbach does not imply that the principal must be all knowing; rather it implies that the needed knowledge must be available to support quality instruction. To this end the first principal ensured that the two resource teachers possessed the necessary skill and knowledge. The key to Lauderbach's effective leadership in instruction resides in its efforts to (1) obtain knowledgeable and creative individuals to support the effort, (2) constantly focus on and supervise the process, (3) involve the active participation of staff in the effort, and (4) provide a physical and social environment that promotes teaching and learning.

In the Phase III interviews with principals, bilingual education coordinators, and bilingual education teachers, each participant was asked to discuss the role of the principal in relation to the bilingual education program. In spite of the differences in roles among the interviewees, common themes ran across all responses to the question. For example, principals perceived themselves in a role as bilingual education advocate, instructional leader, and facilitator. Some principals emphasized their role in supporting the teachers and boosting morale among faculty and staff. Others emphasized the need to serve as liaison to the community when a specific community liaison was not assigned to the school. Bilingual education coordinators and teachers described the role of the principal in much the same fashion. The following excerpts illustrate the role of the principal as perceived by principals and the role of the principal as perceived by bilingual education coordinators and teachers.

> I do a few things. As an instructional leader on my campus, I give direction and focus on all of the instruction. I've been a certified bilingual teacher for 20 years. Plus seven now as principal. I'm knowledgeable of the six components of bilingual education. I supervise staff development in the areas of interest and concern to my teachers. I provide opportunities for my staff to attend workshops and inservice. I also ensure that all special funds are spent on bilingual student needs and our coordinator is real good about checking up on us and I understand that bilingual funds must be spent on bilingual students. We give to bilingual some from my budget on top of that. I also encourage parental involvement. I have an open door policy for communication. This is with staff, parents, students. I also monitor closely to ensure that effective teaching practices are implemented in the classrooms. And last but not least, I do work very closely with my bilingual coordinator.
>
> *Participating Principal*

> The principal is designated as the instructional leader of the campus. In this capacity, the principal monitors the implementation of the bilingual program, provides for on-campus teacher observations and staff development opportunities, attends bilingual education teacher inservice sessions, advises the program consultant of teachers in need of assistance, and serves as the teacher assistance team leader for teachers on a growth plan.
>
> *Bilingual Education Coordinator*

Confirmation of the Carter and Chatfield belief that the principal does not need to be "all-knowing" was expressed by a first grade teacher who had the highest regard for the principal and the leadership provided at the school. It was important for the teacher to explain that one of the reasons the principal is so admired in the school is because although not bilingual, the principal acknowledges personal limitations and draws on the resources in the school.

> Yes, the principal definitely does provide leadership in the bilingual program even though the principal only speaks English. The principal appoints other teachers to get all the information for the bilingual program. The principal is a leader because a leader doesn't have to know everything. But a leader can appoint other people to become involved in all the programs that are available for bilingual education.
>
> *Bilingual Education Teacher, Grade One*

A common response from each of the participating principals was that they must be advocates of the bilingual education program. In terms of the commitment to the program, the enthusiasm for bilingual education ranged from mildly enthusiastic to staunch supporter and advocate. Each principal felt responsible for the coordination and operations of the program and because of differences in language background and teaching experiences, some principals felt more responsible for curricular content than others. Support for bilingual education staff was common to each principal.

The principals who are bilingual education advocates perceive themselves as instrumental in terms of supporting the program and providing flexibility to the faculty to carry out effective instruction. Even so, effective implementation of bilingual education programs requires a thorough understanding of the theoretical basis for bilingual education and a solid grounding in the political and practical realities of operating an effective bilingual education program. The principal, as the primary spokesperson for the school, has the opportunity to garner support for the bilingual education program from the central administration as well as from the school board and community. In short, a principal who is less than an avid advocate of the bilingual education program contributes daily to the demise of the program. Morale among the bilingual education staff suffers and the instructional program simply becomes a holding area for students with limited English proficiency.

> An administrator has to be flexible, has to be supportive of the program. If not, the bilingual program is going to be almost nonexistent or it's not going to be as successful as it should be. The principal has to go out and support the teachers, the students, making sure that the students are identified correctly if they are going to be in the bilingual program, if they're going to be classified as LEP students. Support as far as when it comes time for testing, making sure that all the conditions are good as far as the testing of the students. It's little things. I think that's the secret to my role. To involve the faculty; get them involved; if they want changes, get them involved. It will work out better for the school and for the kids.
>
> *Participating Principal*

Another very important function of the principal in a bilingual education program is to serve as a bridge among bilingual education faculty and faculty in the all-English instructional program in the school. Even in schools where the majority of the teachers are bilingual education teachers, it is common that non-bilingual education teachers are not aware of the processes involved in teaching in a bilingual education setting. The principal can serve a critical role in bringing about understanding among faculty members of what other faculty members in the school are teaching. Principals can provide opportunities for the faculty to work together toward the common goal of delivering quality education to all students in the school.

> The monolingual teachers and the bilingual teachers work very well in school. It has to do with the principal on down; with the administrators in the building. They put us together in the workshops in the building where we can work together, hand in hand. The principal doesn't separate us. That's what I like about our principal. Our principal has destroyed the barrier that does exist unfortunately in other schools. It just harms the students because they're working at a different pace and the competition isn't good. The competition won't be a constructive competition, it'll be a destructive competition. Fortunately, it's not like that here at our school. That's why I enjoy it so much.
>
> *Bilingual Education Teacher, Grade One*

In the description of the role the principal plays in the lives of recent arrivals to the United States, a participating principal explained that many immigrants have come from impoverished conditions with few of the amenities that most residents of the United States are accustomed to. In situations such as this, school administrators must be flexible and initially tend to needs that may not necessarily be educational needs. From a humanitarian perspective, however, this principal feels that education begins with providing shelter, comfort, and a healthy environment.

> At our school, my role first has been to provide the families with a comfortable situation. To provide them with some of the social services that they're due. Free or reduced lunch, sometimes helping with clothes, sometimes even provide them with a place to live since their family situation might be unstable when they first get to the city and to the country. I feel like this school provides this

family as well as this youngster, the most comfortable, the coolest, the warmest, the cleanest environment that they've ever experienced. Then we take care of the educational needs after we get that straight.

Participating Principal

Coordination and Communication Among Staff Members

Among the many organizational details to be worked out in a school schedule is coordination among faculty members on content of instruction, particularly when students are in bilingual education, ESL classes, or compensatory education classes. In situations where the student leaves the regular classroom (including the bilingual education classroom) to receive specialized instruction in a specific subject, coordination and communication among the faculty members providing instruction can be an important key to the success and effectiveness of instruction.

Two types of coordination and communication among faculty members were discussed in Phase III interviews. Interviewees were asked to comment on the means by which faculty members and administrators of bilingual education programs coordinated instruction with faculty and administrators of compensatory education programs. They were also asked to discuss the means by which bilingual education faculty and administrators coordinated instruction with faculty members and administrators in all-English instructional programs. In addition to answering the two specific questions, the questions allowed interviewees the opportunity to discuss how, in general, communication among faculty, staff, and administrators in a school takes place.

Regarding communication and coordination of instruction between bilingual education and compensatory education, on two of the six bilingual education campuses visited, there is no clear delineation among students in the compensatory education and bilingual education programs. This integration of bilingual and compensatory education also provides opportunities for the faculty to coordinate instruction since all teachers are included in planning and staff development.

> We don't have a compensatory classroom although we have children who would qualify because of low income. But they are just mixed in. He's not identified, not labelled. If he's non-English, he goes to a bilingual classroom. If he's not, he goes to the regular classroom.
>
> *Bilingual Education Teacher, Grade One*

Students in bilingual education who also participate in compensatory education programs are not identified as such. On these two campuses, teachers of both programs regularly communicate using both informal and formal means. One district provides bilingual education and compensatory education but students in bilingual education do not participate in compensatory education. In another school district, the bilingual education coordinator does not consider "compensatory education" as another curriculum.

> I myself don't know what the compensatory education or department is if we have one. I'm sure we do, but I could not answer. I just see curriculum and bilingual education, those two departments working together.
>
> *Bilingual Education Coordinator*

Formally, teachers, staff, and administrators coordinate instruction of students in bilingual education and compensatory education programs using a record of objectives that was available for viewing by all teachers and administrators. Formal weekly meetings are held to discuss the progress of specific students. Teachers in compensatory education and bilingual education programs meet regularly with teachers in all-English, regular instructional programs. Typically, on each of the participating campuses, the meetings are held by grade level with a grade level chair presiding. In addition, teachers participate in the Language Proficiency Assessment Committee (LPAC) of the school when their students are the subject of the meeting. The meetings held by the LPAC provide an opportunity for full discussion of students' academic progress and overall achievement in the school.

Informal discussions of students' work are usually confined to the very short amounts of free time during a teacher or administrator's day. This will usually occur during lunch or during the conference period and allows a teacher time for discussion with parents, the principal, or other faculty members.

In one of the participating school districts, the "excess cost" teacher funded with state compensatory education monies actively participates in the planning for instruction with bilingual education faculty members.

> I kind of tell her what I'm doing, what I'd like for her to reinforce, what they're doing in the grammar, in the reading, in the spelling. And she works with those objectives at the same time that I'm working with them. And she includes the oral language also.
>
> *Bilingual Education Teacher, Grade Two*

Another participating school provides a Chapter 1 teacher for every classroom and schedules each student to the teacher based on the student's need. This is the same approach used by the school for students who are not in the bilingual education program. This equal access model provides every student that needs it with reinforcement and supplemental instruction and does not differentiate among students in the various educational programs in the school.

> I think the teachers are key in scheduling the students. We also have in our district a Chapter 1 ESL program, which is a compensatory program. And the bilingual teacher works with that Chapter 1 ESL teacher which is supplemental to the ESL that they are already receiving in the classroom in order to schedule them into an extra ESL period. So I know for a fact that there's a lot of coordination between teachers. As far as the other compensatory programs, we have Chapter 1 reading and math, and if a student qualifies for it, they receive it. All the BE1s and BE3s get a double dose.
>
> *Bilingual Education Coordinator*

> The teachers in the Chapter 1 program are bilingual and are serving the bilingual children. They definitely follow through with what we are doing in the classroom. We have to meet with them every six weeks to discuss the objectives that we're going to be doing with our children. That's done religiously every six weeks. The Chapter 1 classroom teachers have their own materials. Depending on the children, for example, the bilingual children, there isn't a lot of original literature. Instead of using translations, and they are going to a lot of workshops themselves to learn motivational ways of teaching these children. Since it is compensatory, they know that they need to be there doing a lot more.
>
> *Bilingual Education Teacher, Grade Four*

Coordination and communication between faculty and administrators of bilingual education programs and all-English "regular" instructional faculty and administrators takes place in much the same way as with bilingual-compensatory education. In one specific district, eighty percent of all the students on the campus are in the bilingual education program. The distinction between "regular" instruction

and the bilingual education program becomes nebulous, and since most of the teachers in the school are bilingual regardless of their mode of instruction, the distinction between "bilingual" teachers and "regular" teachers also is minimal. Teachers all participate in staff development, weekly planning meetings, and grade level meetings, with very little attention paid to whether they are bilingual or regular teachers. As one bilingual education coordinator described in the interviews, however, this disintegration of the clear separation of bilingual and regular teachers has not always been this way.

> I think it's come a long way. At one time when the bilingual education program first started, we tended to separate and say, "These are the bilingual teachers and these are the monolingual teachers." And through a concerted effort on our part through inservice, we made it a point to open it up to everybody. And as a result of that, we have seen a growing unity between the two teachers. They have come to realize that at least bilingual education has something to offer for everybody. Through our efforts, Cooperative Learning is now being used not only in the bilingual program, but also in the monolingual regular English program. The second language methodology that we introduced in bilingual education for ESL is beginning to infiltrate the regular classroom teachers. And so through inservice, we have brought teachers closer together and they now recognize that bilingual teachers work very hard and there is something to offer and something to look at because these teachers also have LEP students and they need to know how to work with them. I think that at this campus, more needs to be done in that area, of bringing teachers together.
>
> *Bilingual Education Coordinator*

With regard to the coordination of instruction and materials, teachers and administrators in bilingual education have seen an improvement in the quality of reading materials used and in particular an increase in the coordination of reading materials in both English and Spanish. For example, for years, one school was using reading books in Spanish that were totally unrelated to the reading books used in regular English reading classes. Recently, however, they switched to a series that correlates all the reading books regardless of the language. In the series currently used, the stories are the same in the English reading books as in the Spanish, with objectives, questions, and difficulty levels closely corresponding. In many cases, students in bilingual education classes read the same stories and are tested on the same skills, including the higher order thinking skills, as their counterparts who are not in bilingual education. Furthermore, the series provides content that "moves" a student from Spanish reading to English reading in the same book within the range of time estimated to be appropriate for transition. This development further facilitates the coordination of instruction between the bilingual education program and the rest of the instructional staff.

"Peer coaching" is used regularly in one of the participating schools to promote communication and coordination among faculty. One teacher described this approach as being a very effective way of developing a more sound working relationship with other teachers and improving one's own teaching by learning from example. It provides an effective means of making every faculty member a teacher and at other times a student.

> We tend to have very good teamwork. For example, if I don't understand a strategy or I don't know something, I can always ask my principal or my supervisor. I ask my supervisors, "Can I go in and observe so and so who I know can do it very well?" Or that teacher will come into my room. For example, another teacher and I observe each other. Last year I had a videotape of one lesson. I think it was reading. And she observed the tape. This year I'm going to observe her. I just haven't had time. But I do plan to go into her classroom to observe. This is what we call "peer coaching." She would give me a target area that she wants me to look at or that I want her to look at.
>
> *Bilingual Education Teacher, Grade Four*

Factors Contributing to Effective Bilingual Education Programs

Factors Contributing to Success

As part of this effort to learn more about effective practices in bilingual education programs in Texas, interviewees were asked to discuss factors that have contributed to the success of their program. Participants were also asked to discuss some of the obstacles they have encountered in their efforts to develop and maintain a successful bilingual education program. Many of the participants have been involved in bilingual education programs during the greater part of its history in Texas and have overcome obstacles that have threatened to weaken or even destroy the programs. Among the obstacles most often cited in the interviews are lack of administrative support for the program and negative attitudes toward the program or lack of understanding of the program on the part of parents and other community members. Bilingual educators have spent much time and effort communicating the purpose and value of the program to parents and community members. In some cases, these efforts were made through formal meetings with parents and presentations to school board members about bilingual education theory and practice. In other cases, the efforts were made by teachers and administrators in an informal setting, usually during a parent conference or visit to the school.

In spite of many financial and bureaucratic difficulties encountered by many Texas school districts in the past few years and discussed in the Phase III interviews, many bilingual education programs are in their twenty-fifth year of operation. Many factors in the school and community have contributed to the success of the programs selected for this phase of the bilingual education evaluation study. In several cases, the factors contributing to success of the program are just the opposite of the obstacles to success cited by the participants. For example, community support and understanding of the bilingual education program was described as being very important to the successful implementation of the bilingual education program. Strong leadership by administrators who understand the theoretical foundation and practical applications of bilingual education was also cited as contributing to the programs' success. Positive teacher attitude among both bilingual education faculty and other faculty members of the school also contribute to the success of the program. High expectations of students by teachers and principals along with a strongly developed campus philosophy toward bilingual education and the teaching of the limited English proficient student are also required according to interviewees.

> I've been with the department for many years now, and I've seen it from within and from without, and I've seen it succeed in many schools, and I've seen it just be torn apart in many schools. I think the attitudes on the part of the administration, top down is what's going to make it work. I've seen it from one district superintendent to another and I've seen it from all sorts of reorganizations, and I've seen it on campuses where the principals have come and gone. Positive attitudes permeate from the top all the way down. And it's there. But if it follows all the way through, and if it's demanded, then it will be accepted, and the kids are going to succeed. And the kids will feel it, the parents are going to feel it, and the teachers will feel, and everybody else will feel it.
>
> *Bilingual Education Coordinator*

> What makes it successful is the cooperation of all the teachers together working hard, and having a principal that supports you in the bilingual education program. You have to have the cooperation . . . it's like a team. You're working as a team and all the teachers work together whether you're

a regular education or bilingual education teacher. You have to have a team and you have to have a leader, and if that leader is against bilingual education, then it definitely causes a problem as to what is being taught and what the students feel because they're going to feel whatever you put across to them.

Bilingual Education Teacher, Grade One

I think that if our teachers believe in a true bilingual education program and if they are consistent in their delivery of a true bilingual program, it will be successful. I attribute the success of the program here to the belief that all children can learn and they are consistent in their belief that all children can learn.

Participating Principal

On a number of occasions, interviewees commented on the improvement in the quality of textbooks and other supplemental materials used in the bilingual programs. In recent years, major textbook publishers have developed materials that contain the same stories in Spanish that the English speakers read in English. In addition to allowing the teachers to cover the same material in terms of the story, the bilingual education teachers are also provided with similar essential elements coverage in the Spanish textbooks. Other publishers have provided "transition" material within the same textbook to allow the students to begin reading in English using the same textbook. Teachers are provided with very specific material to introduce reading in English once students have reached the point of transition in the textbook in addition to meeting district criteria for transition.

The textbooks. The teachers feel like that has been the single most important thing in terms of effectiveness of their programs. The exact correlation with the textbooks in Spanish. We have the language master machines where the student can do some independent study, language study. The materials help a lot too. I'm saying that from the teachers communicating that to me . . . the more we get materials that correlate in English and Spanish. There's an exact match for the social studies text. That's a tremendous help to them in having the students totally into what everyone else is doing in the essential elements and so forth.

Participating Principal

The importance of involving parents was cited as a factor contributing to the success of the bilingual education program. Just as participants commented that the lack of parental involvement diminished the total impact of the bilingual education program, parental involvement was considered a major factor contributing to the overall success of the program.

Parents. I happened to be in a bilingual program when I first started teaching where the parents were not very supportive. They were monolingual Spanish and they insisted that the students read English fast. I had fifth grade, and it was very hard for me. Here I found that most of the parents are well-informed, and because they are well-informed, I'm able to continue with my Spanish maintenance and teaching certain concepts in Spanish if needed. Without that, I found it very, very hard to follow through with the program.

Bilingual Education Teacher, Grade Five

Success Stories

As a final aspect of the interviews, participants were given an opportunity to describe their most memorable positive experiences in bilingual education. The following excerpts are selected "success stories" from the interviews.

I think the location probably is one. It's a campus that already has an established community. The makeup of the students come . . . we do not have any projects, housing projects that feed into our school. The makeup of our students is made up of established families. There hasn't been that much mobility. That's one of the reasons why this school is so successful. Discipline-wise; we do not have discipline problems per se that I know of, that occur in other schools. Because of the established families, the support from the parents; the parents in this area still think of the teacher as the one who is going to educate their child, no matter what. And they support the teachers 100 percent.

The teacher attitudes; That's another success story that I will relate. Being here for eight years, I have seen a turnaround among the attitudes of the faculty members. I have seen the turnover of teachers that had been here for quite a while. Some of them retired, or they move on to other, newer campuses. In the process, there has been an influx of younger, more aggressive teachers that are more gung ho, in other words. They are more involved in what's going on districtwide, with the university. They want to progress on the career ladder, for whatever reason. Even if it's a selfish reason; for money, for prestige, or for simply not to be evaluated four times a year but rather just two times a year. For whatever reason, there's a lot of faculty members who are going into career ladders. At the same time, I do have some teachers who have had a lot of teaching experience. I have about four or five teachers that have come from outlying school districts, smaller school districts, that have about ten years of experience. And you'll be able to see them on the table that I made for you. I think that those two things, the fact that this is an established school, thirty years old, and is pretty much set. A lot of the parents of the kids are parents that came to this school. Discipline-wise, the teachers exercise and use their discipline in class. And also the attitudes of the teachers. Teacher attitude, that's very important.

I wish there had been bilingual education when I went to school. Not until I began to work with bilingual education did I finally work that out. I went to a district where if you spoke Spanish, you would be spanked. I just was mute for the first two years. I feel that I would have done a lot better if I had something to hold on to.

Many other examples of successful schooling were related by participants in the study. Many stories were told of students who had overcome the difficulties of entering school with little or no knowledge of English and had gone on to become successful in the school and the community. Another story was told by a teacher who had been encouraging a teacher aide for years to continue her education. The teacher was delighted when the aide finally gathered the finances and determination to enroll in a teacher preparation program to become a bilingual education teacher.

A supplemental publication with additional excerpts used for the study but not included in this report is available from the Texas Education Agency (*Supplement, Success Stories: A Case Study of Bilingual/ESL Education in Texas*, Texas Education Agency, 1990).

CHAPTER IV

DISCUSSION

The purpose of this study is to provide an overview of current practices in bilingual education programs in Texas, to examine and document those practices most associated with success, and to provide direction for more detailed research in the future.

The third phase of the study involved the verification of findings from Phase II and the gathering of quantitative and qualitative data through the use of campus data collection instruments, site visits, and structured interviews in six schools with bilingual education programs. Six schools with ESL programs were also visited to provide additional information on specific ESL methodologies and to add the perspective of special language programs operating outside the context of primary language instruction.

The interviews consisted of questions that addressed the following major topics:

- Curriculum and Instruction
- Resources
- Coordination and Communication
- Factors Contributing to Effective Bilingual Education

VERIFICATION OF PHASE II FINDINGS

Although there are distinct differences in the approaches used in Phase II and Phase III to study bilingual education programs, a number of the findings of Phase II were verified through the case study approach. These verifications include:

STUDENT DATA

- Eligibility for the free/reduced price lunch program does not appear to be associated with success or lack of success. Most students in the schools studied are eligible for this program.

- Student mobility, either within the district or among districts, does not appear to be related to success or lack of success. Most schools studied have high mobility rates. Two have a large percentage of migrant children entering the schools late and leaving early in the spring.
- As the number of absences decreases, the likelihood of subjectively perceived success increases for all special language students. In the case study, teachers provided descriptions of improvement in student achievement based on a school-wide effort to improve attendance. Another teacher described her best students as those with fewest absences.

Instructional Program

Campus data indicate little variation among grade levels in the instructional strategies used by ESL programs. However, there are noticeable differences in the strategies used between ESL and bilingual programs. Since campuses employ a number of strategies to meet individual students' needs, it is not possible to link campus strategies to particular promotion or exit rates.

Other Variables

Parental involvement in PTA/PTO organizations is significantly related to success.

Phase III Findings: Effective Practices in Bilingual Education

The following is a summary of the major findings of the Phase III qualitative data collection.

Curriculum and Instruction

Although all participating schools with bilingual education programs are familiar with, and adhere to, the *Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs,* schools differ in the extent to which the primary language is used as the means for instruction in subject areas. Some schools use the primary language as a means of introducing basic concepts to new students, for orienting the student to the school environment, and for easing the transition to English. The emphasis for the limited English proficient student is on intensive English as a second language instruction on these campuses. Other schools provide very strong instruction in Spanish for the purpose of teaching reading and other subject areas. The primary language instruction is provided in conjunction with English as a second language instruction, usually as a separate class within the school day.

A variety of instructional approaches are used, with primary language instruction and English instruction, to teach the limited English proficient student. Among the approaches used by bilingual education teachers are:

- Cooperative Learning approaches
- Natural Language
- Total Physical Response
- Drill and Practice

- Montessori Methods in Prekindergarten and Kindergarten
- Learning Centers
- Whole Language
- Language Experience
- Computer Assisted Instruction
- Group Instruction
- Individualized Instruction
- Journal Writing
- Creative Writing

Many of the instructional approaches observed and discussed during the site visits are not limited to the bilingual education program. In schools where the majority of the students are in bilingual education, Spanish is used with a variety of instructional approaches that are also used with English speaking students.

Despite differences in methods of delivery of instruction, all participating schools have similar processes for planning curriculum and instruction. Teachers and administrators cooperate in planning by grade level on a regular basis, and both bilingual education teachers and teachers who are not bilingual education teachers attend staff development sessions related to specific instructional approaches.

Although there are differences from school to school, each school district has specific transition criteria for moving students from Spanish instruction to English instruction. Usually, school districts provide training sessions addressing transition criteria for bilingual education staff. Language Proficiency Assessment Committees provide input into decisions of reclassification and exit from bilingual education.

Resources

Curriculum Materials

Adopted textbooks and supplementary materials are obviously different among the campuses since these decisions lie at the district level and each campus is located in a different school district. There are differences in the actual amount of materials available for the teaching of Spanish reading and for the students' leisurely consumption. Libraries differed in the Spanish language collections as well as in the general quality of the books in English. Some schools obviously pay particular attention to the quality of the library, while other schools studied feel that the majority of the students' work takes place in the classroom. This was apparent in the limited descriptions on some campuses of the role played by the librarian in the education of the limited English proficient student. On other campuses, it was apparent that the librarian plays a major role in ordering materials to fill a need for materials dealing with a variety of cultures and in generating in all students the desire to learn through independent reading.

The Use of Computers

Because differences in financial resources are beyond the immediate control of the six bilingual education programs studied, there are obvious differences in the ways that computers are used in teaching the limited English proficient student. Computers are an integral and accepted part of the daily life of bilingual education students in some schools, while in others, the computer is a luxury to which even regular non-bilingual education teachers have limited access. In some of the schools studied, the

computers are used daily for drill and practice on essential elements activities and test taking skills. In others, practice of this nature is dependent on teacher-produced materials or commercial materials that may not be financially within reach of the individual bilingual education teacher.

Parent and Community Involvement

In all the participating schools, parent and community involvement is considered an important aspect of the school organization. Differences in degree and quality of parent participation were primarily due to demographic considerations rather than the results of the efforts of the school or community. For example, in neighborhoods that are in transition, with new arrivals to the school district being accommodated on a daily basis, the efforts of the school in involving parents and other community members were not as visible as in neighborhoods where the students attending the school are the children of former students of the same school. These neighborhoods tend to have very active involvement on the part of parents and other community members. In one of the school districts that has an active parental involvement component, the school district has a full-time community liaison to work with the parents, to organize events that involve parents, and to serve in a capacity that has become an integral part of the school organization and operations. The results of the school-community liaison were very visible with strong parent involvement and a rich variety of activities. Despite the differences in the extent to which parents are involved in the school program, all campuses share the global concern that parent and community involvement is of vital importance to the long-term success of the bilingual education program and to the long-term effectiveness of the school in general.

Coordination and Communication

Role of the Principal/Coordination and Communication

On all the campuses, teachers and bilingual education coordinators described the principal as a person who supports the bilingual education program and facilitates the communication between the various "sectors" of the school, i.e., communication between the bilingual education program and the compensatory education program, between the bilingual education program and the regular program, and between the entire faculty, the community, and the central administration. The communication was greatly enhanced by bringing together the entire faculty—bilingual, compensatory, and regular, in staff development activities, grade level meetings, and social activities. Further, a sense of community was generated by the involvement of all students on campus in activities such as field trips and other enrichment activities. For the purpose of enrichment activities such as field trips, differentiation among students who are limited English proficient and those who are not was not made. In other cases, differentiation among the LEP students, compensatory education students, and "regular" students was not made even in the classrooms. Regardless of the types of arrangements being made and the activities used to facilitate greater communication and cooperation among faculty members and students, it was clear that the principal played a major role in providing the impetus for the plan and taking responsibility for the implementation.

Campus Philosophy Toward Bilingual Education/Goals and Expectations

The statement "All children can learn" was echoed across campuses throughout all of the interviews. Teachers expressed the expectation that the students in the bilingual education program would eventually do as well or surpass other students in terms of student achievement. This was also expressed on a

campus level by the principals and at the school district level by the bilingual education coordinator. Not a single interviewee expressed the opinion that the limited English proficient student would not achieve or come close to the expected level of achievement of the native speaker of English.

Most similarities among campuses were in the descriptions of the **processes** used for maintaining and improving the bilingual education program. It became clear that the processes being described by most participants were related not only to implementation of an effective bilingual education program, but also to the maintenance of an effective school. This was particularly true in descriptions of campus philosophy toward bilingual education, goals and expectations, the involvement of parents and community members in the education of the students, and the processes by which all faculty members, bilingual education and non-bilingual education, were consistently involved in training programs that addressed methods to improve the education of all students rather than just the limited English proficient student.

Although most interviewees were positive about the bilingual education program as a sound approach to teaching the limited English proficient student, most were also very aware of the educational ramifications of primary language instruction and the complexities of designing an effective bilingual education program. There was much discussion of the potential problems of too early an exit from primary language instruction as well as the political implications of keeping the students in primary language instruction longer than the community felt was educationally appropriate. Cited were many problems within school districts that forced instructional leaders to remove the students from primary language instruction before it was academically feasible. The problems of continued parental denial were discussed in most of the interviews conducted. In most cases, however, the number of parent denials is minimal. Bilingual education program administrators and teachers discussed their diligent efforts to overcome problems resulting from a lack of understanding on the part of the community regarding goals, objectives, and methodologies of the bilingual education program. In the past, this was compounded by similar problems within the school district, on the part of other non-bilingual education administrators, the school board, teachers, and other noninstructional support personnel. Most interviewees cited a long history of internal struggle on the part of bilingual education advocates, and most cited the importance of maintaining a positive attitude and keeping abreast of the latest bilingual education research and development.

Summary

The Carter and Maestas (1981) study of effective bilingual schools reported that effective schools share common characteristics. Among these characteristics are:

- A safe and orderly school environment.
- Positive leadership, usually from the formal leaders.
- Common agreement on a strong academic orientation, including clearly stated goals, objectives, and plans; well-organized classrooms.
- Well-functioning methods to monitor school inputs and student outputs.
- A positive school social climate, including:
  - High staff expectations for children and the instructional program.
  - Strong demand for academic performance.
  - Denial of the cultural deprivation argument and the stereotypes that support it.
  - High staff morale.

The Phase III site visits and data collection confirm Carter and Chatfield's contention that effective bilingual education programs are more likely to exist within an effective school environment. Throughout the interviews and in the analysis of text generated from the interviews, parallels can be drawn between the research on effective schools and the organization, operations, and processes for delivery of instruction in the schools studied. Most of the schools studied have many of the characteristics shared by effective schools. This is particularly true in the case of leadership and planning for curriculum and instruction. Specific goals and objectives are common to each of the schools, and each of the schools exhibited the presence of effective mechanisms such as staff development that are needed for successful implementation of the program.

Another indication of the effectiveness of the bilingual education programs studied involves an examination of the degree to which the schools adhere to the guidelines for language use disseminated by the Texas Education Agency.

The results of the Phase III site visits and interviews illustrate the concern among teachers, principals, and coordinators for the educational program in general and not only for the bilingual education program. In schools where the general educational program **is** the bilingual education program, the attention to organizational matters and processes of effective schooling is even more obvious. Students are considered students, not just LEP students, and bilingual schooling **is** the curriculum, not just the bilingual education program. Individual instruction and attention are recognized as a necessary part of education, but students are not singled out due to their lack of English proficiency, nor are they left behind cognitively and academically due to their language differences.

Direction for Future Research in Bilingual Education

Language Use

Specific follow-up studies in bilingual education in Texas are warranted to validate the effectiveness of primary language use and to encourage future research of the individual bilingual child. Observations of classrooms and documentation of language usage in the classroom would establish baseline data for longitudinal studies of bilingual students. A typology of bilingual education programs based on observed practices and documented language usage could provide stronger direction for many of the bilingual education programs currently in operation. Similar studies could be conducted with ESL programs that do not use primary language instruction and often have several language groups represented in the schools. Additional long-term research questions related to language use in bilingual education programs could be:

- Can follow-up studies of reclassified bilingual education students confirm the effectiveness of primary language instruction?
- Are retention rates and drop-out rates of former bilingual education students reflective of the quality of their primary language instruction?
- Are there necessary revisions needed to the current guidelines for language use?

The issues of delayed and early exit from bilingual education programs need close examination through research. What are the characteristics of students who exit rapidly from bilingual education and ESL programs, and what program characteristics are associated with their success? Can future academic performance of former bilingual education students be linked to early exit and delayed exit philosophies of the programs? Are there significant, measurable differences in rate of language acquisition, subsequent performance on standard measures of achievement, and general academic and social functioning that can be related to the degree of primary language instruction?

Research questions such as these call for basic research into the intellectual and academic functioning of the individual student. Case studies, longitudinal studies that examine the bilingual student's acquisition of language proficiency and cognitive growth also need attention from the research community.

Caveats in Bilingual Education Research

A number of issues should be noted for future research in bilingual education, particularly for researchers attempting evaluation research. Evaluation research has been the subject of much criticism due to a number of problems in past studies. One of these is the comparison of groups with very different instructional strategies. Hakuta and Gould (1987) note that without actual classroom observation to document the similarities and differences between the groups being studied, the studies tend to yield results that are difficult to interpret at least and incorrect at worst.

Another problem with attempts to make comparisons between two types of educational programs is the inability to use random assignment to groups. Willig (1985) notes that many students in the comparison groups used in evaluation studies in bilingual education are former students themselves, providing a very biased look at the results of bilingual schooling (students who exit early from bilingual education programs tend to be academically gifted students). Willig found that the better the research methodology, the greater was the effect in favor of bilingual education.

Exit rates alone in bilingual education should be considered carefully in evaluation research. Exit rates are not necessarily an appropriate measure of a successful program since careful adherence to the theoretical basis for bilingual education calls for extended time in primary language instruction and cautious reclassification of the student prior to exit. Researchers in bilingual education urge educators to resist the temptation to move students too quickly into all-English instruction theorizing that additional time in primary language instruction will actually result in improved learning capabilities in English instruction. Language Proficiency Assessment Committees examine a variety of measures of a LEP student's progress prior to reclassification and exit from bilingual education. According to guidelines issued by the Texas Education Agency and State Board of Education rules governing language use with bilingual education students, LEP students must remain in bilingual education until such time that they score above specific percentile ranks on accepted norm-referenced achievement tests.

Direction for Continued Program Improvement

Higher Order Thinking Skills

In the interviews for Phase III of this study, the term "higher order thinking skills" came up frequently. Many of the teachers and administrators have a good understanding of the ways that students acquire skills for evaluation and synthesis of information and for research and application of knowledge in

the classroom and in daily functioning outside the classroom. Still, according to participants in the interviews, much additional staff development is needed on this topic. One of the more important issues to be addressed related to higher order thinking skills is the choice of program to be implemented in the schools. The programs should be based on the concept that teachers serve as facilitators for developing the thinking process. Students should **acquire** critical thinking skills; teachers do not **teach** students how to think. Sternberg (1987), in his discussion, "Teaching Critical Thinking: Eight Easy Ways to Fail Before You Begin," reminds educators:

> It has often been said that there is no better way to learn than to teach. If this is so, then we must let students teach themselves to a large extent. We need to serve not strictly as teachers, but as facilitators, and we must simultaneously recognize that we, too, are learners. We must also recognize that individual differences abound in the learning strategies of our students, so that what works for one student may not work for another. Hence, students must ultimately teach themselves, for they must be responsible for finding out what methods of problem finding and problem solving work for them.

A number of other areas for program improvement were discussed in the interviews conducted as part of Phase III of this study. Although these are listed and discussed only briefly, they too should be considered seriously in future efforts to strengthen the bilingual education programs in Texas.

Development of Alternate Measures of Educational Progress

Efforts should be made to identify alternative measures of educational progress of the limited English proficient student. Bilingual education programs have relied on the same measures for many years—language proficiency instruments that are limited in scope and meet only minimal technical requirements, standardized achievement tests designed for English speaking students, and group administered abilities tests that are subject to inappropriate use, particularly in the area of student identification for gifted/talented programs. Although efforts have been made to develop instruments in Spanish, more research and resources are needed to validate the existing instruments and make them as technically sound as those used in the mainstream English curriculum. Research and program improvement efforts need to focus directly on the issues of reliability and validity of teacher observations, external evaluation, portfolio assessment, appropriate test scores, new instrument development, grades, and other innovative measures of student progress.

Continuing Education

Just as in many other professions, the continuing education of teachers and administrators is a vital part of developing effective programs. Emphasis on the **processes** used to implement and maintain effective schools and the mechanisms used to carry out the programs should be included as part of continuing education in the future. Although equal emphasis can be placed on instructional methodologies, it is important to note that effective bilingual schools studied use different instructional approaches although they use similar processes of communication and coordination campuswide.

The continued education of the community and particularly the parents on the purposes and methodologies in bilingual education should also be emphasized in outreach efforts of the schools.

Also at the professional level, continuing efforts should be made by colleges and universities to actively recruit and train bilingual counselors, nurses, and school psychologists for schools in Texas. Meeting these critical personnel needs can substantially improve educational quality and effectiveness and meet the needs of a wider range of students.

Instructional Approaches

A variety of instructional approaches are being used in the schools studied to teach the limited English proficient students and the general student population. Among the instructional approaches that should be considered by more bilingual education programs in Texas are:

- Cooperative Learning
- Sheltered English
- Montessori methods in early childhood
- ESL Through the Content Areas
- Whole Language

The promising results of these instructional strategies in teaching the limited English proficient student in the selected schools should be considered by other bilingual education programs and programs of general education and ESL as well.

Continued Emphasis on Coordination and Communication

Efforts to further integrate the bilingual education faculty and staff with the faculty and staff outside the bilingual education program should also be continued. As the number of students participating in bilingual education programs increases, less emphasis should be placed on "bilingual" faculty and "regular" faculty. Heavier emphasis should be placed on coordination and cooperation of all faculty and staff within a school. Teachers will begin to recognize that many of the instructional approaches being used for teaching the limited English proficient student are pedagogically sound approaches to teaching all students. Cooperative Learning and Whole Language, for example, have begun to produce positive results not only with the limited English proficient student, but also with general student populations. By increasing the quality of staff development efforts within schools and throughout school districts and by recognizing the individual talents of teachers as well as students, schools in Texas will meet the challenges of teaching the growing number of limited English proficient students and become better schools for teaching all students.

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APPENDICES

NOTE: Page numbers refer to location in Phase II report, available from the Texas Education Agency.

Students

1. According to both campus and individual student data, the percentage of students eligible for the free/reduced price lunch program is approximately 85 percent in bilingual and 80 percent in ESL programs (pages 24, 47, and 48).

2. Eligibility for the free/reduced price lunch program does not appear to be associated with success or lack of success. However, the relationship may not have been evident, since only a small number of students in special language programs are not eligible for the program (pages 48 and 62).

3. Student mobility, either within the district or among districts, does not appear to be related to success or lack of success (page 61).

4. Approximately 61 percent of bilingual students and 67 percent of ESL students are below the English reading level expected for their grade level (page 57).

5. Bilingual students who have been schooled in their native country are more likely to be perceived subjectively successful than students who have not received schooling outside the United States (page 61).

6. Bilingual students who use their native language less frequently in the classroom are more likely to be subjectively perceived successful. In addition, this relationship is evident for ESL students in grades 7 through 12 (pages 63 and 64).

7. As the number of absences decreases, the likelihood of subjectively perceived success increases for all special language students (page 64).

8. Bilingual students in grades 1 through 6 who participate in extracurricular activities are more likely to be identified as successful. However, 78 percent of this group of students does not participate in extracurricular activities (pages 64 and 65).

9. In the opinion of district staff, 3 to 4 percent of bilingual and ESL students are likely to drop-out regardless of support level, while almost 30 percent will need significant intervention. Given the overall drop-out rate for these students of around 35 percent (estimates vary considerably), it might be surmised that the intervention needed may not be available (page 65).

Exit Rates

1. Data for grade levels PK-6 indicated that an average of approximately 32 percent of ESL students exit the program annually, while approximately 10 percent fewer bilingual students exit the program each year (page 29).

2. The differences between the exit rates are most pronounced for campuses in districts with more than 10,000 ADA and in those with a minority student population of less than 20 percent of the enrollment. In these cases, there is a much lower exit rate from bilingual as compared to ESL programs (page 31).

3. Examination of the percentage of students in various achievement test score ranges indicated that bilingual students are retained in special language programs until higher achievement test scores are attained. This strategy may partially account for differences in exit rates between bilingual and ESL programs (page 41).

Promotion

1. Campus data indicate that bilingual students are promoted at a slightly higher rate than ESL students. Conversely, student data indicate that ESL students are promoted at a slightly higher rate. In general, the differences between promotion, retention, and placement rates are quite small (pages 35 and 57).

2. Retention is significantly related to nonsuccess in both programs. The percentage of students subjectively perceived successful drops dramatically after only one retention (pages 62 and 63).

Need for Remediation

1. Campus data indicate that students exiting ESL programs require less additional compensatory service (such as Chapter 1) than students exiting bilingual programs (pages 38 and 39).

2. As measured by the need for additional remediation, late exit strategies appear to be more effective, particularly for bilingual students. In fact, there is little difference in the amount of additional remediation needed between bilingual and ESL programs exiting students at higher achievement levels (pages 39 and 40).

Instructional Program

1. Campus data indicate little variation among grade levels in the instructional strategies used by ESL programs. However, there are noticeable differences in the strategies used between ESL and bilingual programs. Since campuses employ a number of strategies to meet individual students' needs, it is not possible to link campus strategies to particular promotion or exit rates (page 26).

2. In both programs, the percentage of students also enrolled in another compensatory program (dual service) generally averages approximately 50 percent (pages 26, 27 and 46).

3. Dual service is associated with lower promotion rates and is related to nonsuccess (pages 38, 71, and 72).

4. The use of reduced/modified content classes for bilingual students and for ESL students in grades 7-12 is associated with a lack of success. Furthermore, instruction in fewer essential elements for ESL students in grades 1-6 is associated with nonsuccess, despite consideration of initially low achievement levels (pages 73 and 78).

5. Bilingual classrooms with 11 to 18 students, as compared to classrooms in other size ranges, appear to be optimal for objective success (page 74).

6. Students of bilingual teachers using the native language less at the beginning of the school year tend to be identified as objectively successful (pages 73 and 74).

Other Variables

1. Campus-level data indicate that bilingual teachers are more experienced, although more ESL teachers have earned advanced degrees. In contrast, more ESL teachers are teaching with special permits or waivers (page 24).

2. The only teacher variable statistically associated with success is specific experience in special language instruction. In particular, bilingual students are less likely to be subjectively perceived successful as the amount of the bilingual teacher's general experience increases (page 81).

3. Parental involvement in PTA/PTO organizations is significantly related to success. However, it was noted that as the number of parental conferences increases, the student is more likely to be identified as unsuccessful (page 84).

4. The performance of ESL and bilingual students is lower than that of other students on most objective measures including TEAMS and achievement testing. However, the performance levels of the two special language groups are similar. In addition, students in the two programs master the essential elements at nearly the same rate (pages 42, 56, and 57).

5. Students in both programs achieve large gains in achievement as measured by both achievement tests and TEAMS. Students in both programs also exhibit large gains in oral language proficiency as measured both objectively and subjectively (pages 55 and 57).

BILINGUAL EDUCATION STUDENT CATEGORIES

Taken From
Guidelines for Language Usage in Bilingual Education and English as a Second Language Programs
(Texas Education Agency publication No. AD6-320-01)

Prekindergarten Through Grade 1

CATEGORY BE1 — These LEP students are stronger* orally in their primary language than in English.

CATEGORY BE2 — These LEP students who, while limited in their English proficiency, are stronger* in English than in their primary language.

Grades Two Through Six

CATEGORY BE3 — These LEP students are stronger* orally in their primary language than in English and have scored below the 23rd percentile on a state approved standardized achievement test.

CATEGORY BE4 — These LEP students are stronger* orally in English than in their primary language and have scored below the 23rd percentile on a state approved standardized achievement test.

CATEGORY BE5 — These LEP students have scored at a level to be considered orally proficient in English but have scored between the 23rd and the 40th percentile on a state approved standardized achievement test.

CATEGORY BE6 — These LEP students are enrolling beyond grade one without previous schooling.

*In order for students to be considered "stronger" in one language than the other, scores on an oral language proficiency test must be at least two levels higher in the "stronger" language. When scores are less than two levels apart, schools may use additional information from teacher-student interviews, observation of playground language use, and parent opinion to determine the "stronger" language.

ESL Student Categories

CATEGORY ESL1 — These LEP students are monolingual speakers of other languages and are considered beginning English speakers.

CATEGORY ESL2 — These LEP students have some oral English skills, score below the 23rd percentile at Grades 2 through 12 on a state approved standardized achievement test, and are at the intermediate level.

CATEGORY ESL3 — These LEP students have scored at a level to considered orally proficient in English, but score between the 23rd and 40th percentile at Grades 2 through 12 on a state approved standardized achievement test.

CATEGORY ESL4 — These LEP students are enrolling beyond grade one without previous schooling.

APPENDIX C

Participating Districts' Reactions to the Report

While in draft form, this report was reviewed by staff in each participating district. Attached is each district's written response to the report.

Ysleta
INDEPENDENT SCHOOL DISTRICT

Dr. Mauro L. Reyna
Superintendent

Administration
& Cultural Arts Center

9600 Sims
El Paso, Texas 79925-7225
915 / 595-5500

March 15, 1990

Mr. Don Compton
Director of Programs
Division of Program Evaluation
Texas Education Agency
1701 North Congress Avenue
Austin, Texas 78701-1494

Dear Mr. Compton:

A draft copy of "Success Stories: A Case Study of Bilingual/ESL Education in Elementary Schools" has been reviewed by the district's director of bilingual education and the principal of South Loop Elementary School.

Test scores and campus descriptive data all appear to be accurate. Overall, it seems like an excellent report. I would recommend the report to others.

Sincerely,

Mauro L. Reyna

Dr. Mauro L. Reyna
Superintendent

MRV/mjr

EDINBURG
CONSOLIDATED INDEPENDENT SCHOOL DISTRICT
DRAWER 990
EDINBURG, TEXAS 78540
PHONE (512) 383-0731

March 8, 1990

Dr. William N. Kirby
Commissioner of Education
Texas Education Agency
1701 North Congress Avenue
Austin, Texas 78701-1494

Dear Dr. Kirby:

The Edinburg Consolidated Independent School District is proud of Lamar Elementary being selected as a campus from the State of Texas offering an effective bilingual education program.

The disclosure from this elementary campus, as shown in the report, is a reflection of the efforts district-wide. We have made significant improvements and feel honored to share our success with other school districts.

The report is of value to us and to other school districts in the State of Texas.

If we may be of further assistance, please feel free to call on me at (512) 383-0731.

Sincerely,

J. C. Chapman

Jim C. Chapman
Superintendent of Schools

EL PASO
Independent
School District

Ronald K. McLeod, Ed.D.
Superintendent

March 19, 1990

Dr. William N. Kirby
Commissioner of Education
Texas Education Agency
1701 North Congress Avenue
Austin, Texas 78701-1494

Dear Dr. Kirby:

Thank you for having included a school in the El Paso Independent School District in the statewide evaluation of bilingual/ESL programs. It has been a rewarding experience for the faculty and staff at the school to knows that their school was selected for the study because of the outstanding performance of students.

I have reviewed the draft copy of the report and found it to contain a great deal of information that should be helpful to program planners and developers as they continue their efforts to improve the delivery of bilingual/ESL programs. In addition, I believe several of the findings indicate the need for additional studies to be conducted on a statewide basis.

Again, I want to thank you for including our district in a major statewide study of a program that is very important to our students. If we can be of further assistance to you regarding this or other studies, please contact me.

Sincerely,

Ronald K. McLeod

San Antonio Independent School District

141 Lavaca Street San Antonio, Texas 78210 Phone (512) 299-5500

March 16, 1990

BOARD OF EDUCATION
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Superintendent of Schools

Commissioner William Kirby
Texas Education Agency
Division of Program Evaluation
1701 North Congress Ave.
Austin, Texas 78701-1494

Dear Commissioner Kirby:

The draft copy of Success Stories: A Case Study of Bilingual/ESL Education in Elementary Schools was reviewed by my staff. One correction must be made on Table 1 listed on page 21. Attendance for Live Oak (Highland Park) should include the prekindergarten ADA thus changing the percentage of attendance from 93% to 97%. All other information in the report presents an accurate description of bilingual education in Texas.

The SAISD concurs with the findings of the study and commends you for providing much needed information on effective educational practices and processes within bilingual education programs. It is recommended that these findings which delineate the characteristics and factors of a successful bilingual program be disseminated to local education agencies with recommendations from TEA that these successful practices be incorporated into their programs which serve limited English proficient students.

If San Antonio Independent School District can be of further assistance, please do not hesitate to call me.

Sincerely,

Victor Rodriguez
Superintendent

VR/jg

PSJA

PHARR SAN JUAN-ALAMO
Independent School District

Where ... [illegible]

SCHOOL BOARD
President
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Vice President
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Secretary
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Finance
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March 20, 1990

Dr. William N. Kirby, Commissioner
Texas Education Agency
1701 N. Congress Ave.
Austin, Texas 78701

Dear Dr. Kirby,

District curriculum personnel responsible for the implementation of the district's instructional program reviewed the document entitled "Final Program Evaluation Report: Bilingual/ESL Education" and found it to be accurate with a few exceptions. We are noting those few exceptions and including recommended changes on the report and mailing it under separate cover to Mr. Don Compton of the Division of Program Evaluation.

We commend the state for undertaking this endeavor and are pleased that we are selected as participants for the study. Please call Mrs. Aida Escobar or Mrs. Connie Guerra at (512) 787-2045 if you have any questions or need additional information.

Sincerely,

[illegible]

Gus Guerra

GG:meg

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[illegible]

COMPLIANCE STATEMENT

TITLE VI, CIVIL RIGHTS ACT OF 1964; THE MODIFIED COURT ORDER, CIVIL ACTION 5281, FEDERAL DISTRICT COURT, EASTERN DISTRICT OF TEXAS, TYLER DIVISION

Reviews of local education agencies pertaining to compliance with Title VI Civil Rights Act of 1964 and with specific requirements of the Modified Court Order, Civil Action No. 5281, Federal District Court, Eastern District of Texas, Tyler Division are conducted periodically by staff representatives of the Texas Education Agency. These reviews cover at least the following policies and practices:

(1) acceptance policies on student transfers from other school districts;

(2) operation of school bus routes or runs on a non-segregated basis;

(3) nondiscrimination in extracurricular activities and the use of school facilities;

(4) nondiscriminatory practices in the hiring, assigning, promoting, paying, demoting, reassigning, or dismissing of faculty and staff members who work with children;

(5) enrollment and assignment of students without discrimination on the basis of race, color, or national origin;

(6) nondiscriminatory practices relating to the use of a student's first language; and

(7) evidence of published procedures for hearing complaints and grievances.

In addition to conducting reviews, the Texas Education Agency staff representatives check complaints of discrimination made by a citizen or citizens residing in a school district where it is alleged discriminatory practices have occurred or are occurring.

Where a violation of Title VI of the Civil Rights Act is found, the findings are reported to the Office for Civil Rights, U.S. Department of Education.

If there is a direct violation of the Court Order in Civil Action No. 5281 that cannot be cleared through negotiation, the sanctions required by the Court Order are applied.

TITLE VII, CIVIL RIGHTS ACT OF 1964; EXECUTIVE ORDERS 11246 AND 11375; TITLE IX, 1973 EDUCATION AMENDMENTS; REHABILITATION ACT OF 1973 AS AMENDED; 1974 AMENDMENTS TO THE WAGE-HOUR LAW EXPANDING THE AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967; AND VIETNAM ERA VETERANS READJUSTMENT ASSISTANCE ACT OF 1972 AS AMENDED IN 1974.

It is the policy of the Texas Education Agency to comply fully with the nondiscrimination provisions of all federal and state laws and regulations by assuring that no person shall be excluded from consideration for recruitment, selection, appointment, training, promotion, retention, or any other personnel action, or be denied any benefits or participation in any programs or activities which it operates on the grounds of race, religion, color, national origin, sex, handicap, age, or veteran status (except where age, sex, or handicap constitute a bona fide occupational qualification necessary to proper and efficient administration). The Texas Education Agency makes positive efforts to employ and advance in employment all protected groups.

TEXAS EDUCATION AGENCY
1701 NORTH CONGRESS AVENUE
AUSTIN, TEXAS 78701-1491

GEO 543 01